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ABSTRACT

Guidelines for teacher management procedures are presented in this resource book, which focuses on developing an information record system. Examples are drawn from countries with rapidly expanding education systems in Africa, particularly southern Africa. The book is an outcome of a series of four workshops organized by the Human Resource Development Group of the Commonwealth Secretariat. The first section describes tasks in educational personnel management, such as policy formation, the personnel management staff, teachers' conditions of service and rewards, effective management style, and teachers' views of personnel management. The second section describes maintaining personnel management records, including manual record systems, computerized records, and the teacher information system as a management tool. Other aspects of personnel work are discussed in section 3: the role of teaching service commissions, staff appraisal and development, issues for female teachers, and disciplinary procedures. The final section outlines planning aspects of teacher management, which involves developing a staff establishment formula and planning for teacher supply. Fifteen tables and four figures are included. (LMI)

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TEACHER MANAGEMENT AND RECORDS IN THE NATIONAL EDUCATION SYSTEM

Resource Book for Educational Administrators

Ian Halliday

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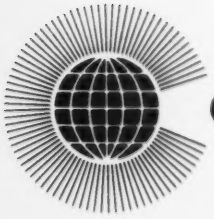

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Resource Book for Educational Administrators

Ian Halliday

Commonwealth Secretariat

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CONTENTS

		Page
Preface		1
Section A	Tasks in Personnel Management in Education	5
Chapter 1	Policy Formulation	7
Chapter 2	The Personnel Management Cadre	10
Chapter 3	Conditions of Service of Teachers	13
Chapter 4	Remuneration of Teachers	19
Chapter 5	Management Style	22
Chapter 6	The Teacher's Viewpoint	27
Section B	Records for Personnel Management	30
Chapter 7	Manual Records	32
Chapter 8	Computerised Records	43
Chapter 9	The Teachers Information System as a Management Tool	47
Section C	Other Aspects of Personnel Work	50
Chapter 10	The Role of Teaching Service Commissions	52
Chapter 11	Staff Appraisal	56
Chapter 12	Staff Development	61
Chapter 13	Management Issues Relating to Women Teachers	65
Chapter 14	Disciplinary Procedures	69
Section D	Planning Aspects of Teacher Management	72
Chapter 15	Developing a Staff Establishment Formula for Secondary Schools	73
Chapter 16	Planning Teacher Supply	92

LIST OF TABLES

Table		Page
1	School Enrolment and Teaching Stock in Four Southern African Countries	3
2	Salary Scale for Teachers	20
3	Four Teaching Service Commissions : Structure and Membership	53
4	Teacher Staffing Responsibilities in Four Countries	55
5	Determination of Number of Classes to be Formed where Choice of Subjects is Available	83
6	Determination of Basic Staffing Levels for the Prescribed Curriculum - Form 1	87
7	Determination of Basic Staffing Levels for the Prescribed Curriculum - Forms 2 and 3	88
8	Determination of Basic Staffing Levels for the Prescribed Curriculum - Forms 4 and 5	89
9	Determination of Additional Allowance for Administration by Promoted Staff	90
10	Staff Complements for Secondary Schools A. Basic Complement (including Headteacher) B. Administration Allowance for Promoted Staff	91
11	Lead Time to Increase Qualified Teacher Recruitment by 1000 from a 3-Year Course	98
12	Projected Supply and Demand for J S Teachers, Botswana, 1986-1991	100
13	Illustrative Teacher Supply and Demand Figures	101
14	Alternative Responses to Teacher Shortage A. Rapid Supply Increase B. More Gradual Supply Increase	102
15	Some Short-term Regulators of Teacher Supply and Demand	103

ILLUSTRATIONS

	Page
Sample Teacher's Record Card	
Front	34
Reverse	35
Salary Advice Form	41
Lesotho Teacher Personnel Management Information System Flow Chart	42

PREFACE

This resource book is about the management of teachers and concentrates on the procedures involved and, in particular, on the information record system that should underpin them. It draws on examples from Africa, particularly Southern Africa, but has much wider applicability.

It is commonly accepted that teachers are the key to the quality of learning in classrooms. The function of management is to ensure that teachers are fully trained for their role, are highly motivated and are provided with the support necessary to meet the responsibilities delegated to them. Teachers must be convinced that the role assigned to them is one deserving of their commitment and is within their capacity to perform. Without this there will not be job satisfaction in the teaching profession. The concern of the administrator must be to define the role of teachers and to secure their willing acceptance of it.

An effective system of personnel management will include in its objectives recognition of the role of the teacher through:

- adequate and prompt remuneration for teachers, paying them the correct salary and allowances and on time
- the reward of good performance
- the provision of opportunities for professional development and career progression by ensuring professional support from advisers, teachers centres and in other ways
- the appointment of well trained and motivated headteachers and other promoted staff to provide professional leadership
- access to administrators with the power and the ability to handle urgent personal problems and frustrations.

It is only when such matters are attended to that one can avoid such problems as teacher absenteeism, poor lesson preparation, apathy and general frustration.

Yet the work is very time-consuming for the administrator and becomes increasingly demanding with growth in the size of the teaching force. It needs to be approached systematically, recognising that cost and efficiency are at the heart of teacher management. Educational expenditure forms a large part of the national budget and the costs of employing teachers take "the lion's share" of educational

spending. Consequently, the educational administrator's actions must be cost effective. This implies that the staffing establishment set for every school must be strictly observed and that the administrative system which supports the teaching force be effective and efficient.

If such improvements are to reinforce and not to undermine the personal touch they must be based on a reliable and 'user-friendly' records system which contains the essential details, professional and personal, of each individual teacher. It will also be desirable to decentralise decision-making as far as possible, consistent with financial control and overall co-ordination; decentralisation will, in addition, give teachers adequate access to those who control their professional fate and give them a sense of personal significance and identity.

These considerations have particular relevance to developing countries where one of the most notable features of the past three decades has been the extraordinary growth of education systems. This has reflected not only rapid population growth but also considerable success in raising enrolment rates, increasing the proportion of a given age group that actually attends school. The rapidly growing number of learners has required a concomitant growth in the cadre of teachers as Table 1 overleaf shows for four Southern African countries. This has put immense strain on Ministries of Education and on the machinery for personnel management of teachers, making it difficult to maintain an efficient administration of the teaching force. Systems have become overloaded; there have been long delays in dealing with correspondence; payments have been made to persons no longer in service whilst others have had to wait for their salaries for many months; discrepancies have arisen between official staff establishments and the numbers actually in post - in the service as a whole and in individual schools - as well as between official statistics for teachers in service and the number on the payroll computer record.

These challenges are ones inherent in rapidly expanding systems. It is essential to address them because of their marked effect on teacher morale which is the key to good education. A good rapport between management and serving teachers is essential. Four countries in Southern Africa - Zambia, Swaziland, Lesotho and Botswana - perceived that these were important issues which required attention and that in dealing with them an exchange of insights and experience would be valuable. An approach was therefore made to the Commonwealth Secretariat in 1984/85 to assist them in tackling their problems at a national level through a joint programme of consultation and follow-up activity. This was the origin of the Commonwealth Southern African project on Personnel Information Records and Management Procedures for the National Education System. The project was organised by the Human Resource Development Group of the Commonwealth Secretariat and financed by the Commonwealth Fund for Technical Co-operation.

Under the project a series of four workshops was held between 1986 and 1988 and these were the genesis of this resource book. The workshops addressed key issues of personnel management in the education system and examined in some detail the information system and other related matters on which current administrative procedures

TABLE 1. SCHOOL ENROLMENT AND TEACHING STOCK IN FOUR SOUTHERN AFRICAN COUNTRIES

	BOTSWANA		LESOTHO		SWAZILAND		ZAMBIA	
Year of Independence	1966		1966		1968		1964	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
School Rolls								
At Independence	71,576	1,531	167,169	2,942	62,082	6,126	378,417	13,853
1976	125,588	13,991	222,017	16,726	92,721	17,396	907,867	78,805
1986	235,941	35,966	319,128	37,343	142,206	30,489	1,364,842	150,298
No. of Teachers								
At Independence	1,673	89	3,065	170	1,627	300	6,840	721
1976	3,921	653	4,235	621	2,513	885	19,089	3,478
1986	7,324	1,619	5,773	1,772	4,290	1,617	29,841	5,504

in the four countries were based. Four workshops in all were held, hosted in turns by Botswana in Gaborone in February 1986, by Lesotho in Maseru in September, 1986, by Zambia in Livingstone in April 1987 and by Swaziland in Mbabane in March 1988. The workshops generally lasted 5-6 days and were attended by about 20 people on each occasion. The national teams included senior policy makers from Ministries of Education and the Teaching Service Commissions and others from establishment departments, Ministries of Finance and the like. The opportunity was taken on each occasion to visit the Ministries of Education and staffing registries to observe the system in operation.

The main concern of the workshops was with improving the lot of teachers and their morale so that ultimately the quality of education for pupils in the countries concerned would be raised. The contention of participants was that an effective and sympathetic system of personnel management, able to rely on efficient personnel records and information system, was the key which would unlock the door to finding solutions in several related areas of teacher management. These included conditions of service, salary and allowances, staff deployment and related processes of recruitment, transfer and promotion, staff development and planning the future development of the service.

While reports have been prepared on each workshop the participants also believed that the materials produced should be collated into a resource book to serve as a reference document for use by practitioners. The book would provide a checklist of tasks and responsibilities for those involved with the management of teachers and with personnel records, explaining and illustrating different methods which can be used for various functional responsibilities, highlighting advantages and disadvantages of each course of action.

It must be emphasised that what this resource book contains is essentially illustrative guidelines rather than prescription. Readers are encouraged to consider ways of handling different administrative tasks; the aim is to present possibilities and options with a commentary on the implications where appropriate.

The Education Programme of the Commonwealth Secretariat is indebted to the Commonwealth Fund for Technical Co-operation for funding this programme; to the Governments of the four participating countries for hosting the successive workshops, for releasing public officers to participate in them and for providing administrative and secretarial support; and to all participants, and more particularly to the successive chairmen, rapporteurs and those preparing and presenting materials to their colleagues. We have been especially fortunate in securing the services, as consultant, of Mr Ian Halliday, until recently Deputy Director of Education in the Strathclyde Region of Scotland, on whose wide experience and skills in presentation this project has rested heavily. We thank him both for his contribution to the workshops as a whole, and, more especially in the present context, for preparing this resource book.

Peter Williams
Director
Education Programme
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SECTION A

TASKS IN PERSONNEL MANAGEMENT IN EDUCATION

The resources available within the education service fall into three categories - manpower, money and material. The human resource is the most important of these because the effective use of the others depends on the skill and performance of the individuals within the education system. In addition human resources are the most difficult to obtain, the most expensive to maintain and the hardest to retain.

Consequently personnel management is a major responsibility, being essential for the effective organisation and successful operation of the education service. The main functions of the personnel management system are:

(1) recruiting, training and retraining, motivating and retaining the most able teachers available.

(2) arranging the payment of correct salaries and allowances on time.

(3) providing and operating an information system which enables efficient day-to-day management to take place and which supplies reliable information for planning the future direction of all aspects of the service.

(4) developing an organisation which permits good two-way communication and which can handle sensitively and without undue delay those problems of teachers which reduce their professional competence.

(5) developing a management style which permits teachers and administrators to work together to improve the quality of education.

(6) creating conditions which encourage teachers and other professional staff to involve parents and the community in the education system.

(7) effectively planning and deploying teacher resources to meet the changing needs of a dynamic education system.

Personnel Management must develop and maintain systems covering a range of topics. These include:

- the preparation of policy statements, (Chapter 1)
- the provision of an adequate and well trained personnel department, (Chapter 2)
- policies and procedures for the appointment, promotion and dismissal of staff and for other conditions of service (Chapter 3)
- good management practices (Chapter 5)

The concluding chapter of the section (Chapter 6) examines the personnel management system through the eyes of the teacher.

CHAPTER 1

POLICY FORMULATION

Policy changes may be triggered by a variety of occurrences such as a change of government, recommendations of national commissions on education (e.g. extension of universal education), strong manifestations of public or professional dissatisfaction (e.g. increased parental contributions to the cost of education), new legislation (e.g. changing the school structure), accumulating evidence from inspection reports (e.g. on curricular developments), research findings or proposed changes in national examinations (e.g. arising from the introduction of a new subject into the curriculum). The policy change may not affect schools directly but relate to teachers and their conditions of service, as for instance when housing regulations are revised.

Whatever the reason for the change in policy or for the introduction of a new policy, it is important to consult those who will be affected by it to obtain their observations before the changes are introduced. For maximum impact policies affecting teachers, as for all groups who have a direct interest in new legislation and regulations, should be set out in unambiguous language, taking full account of the teachers' known situation and views, and be comprehensively explained and publicised. Not only does the consultation period afford the opportunity for fresh thoughts to be brought to bear on the proposals, it also allows time for those who will be involved with its implementation to come to terms with its implications.

Where a new policy has already been promulgated, consultation at that stage can only be about implementation procedures. In other situations, consultation can involve the contents of the policy itself as well as the way it will be introduced.

The importance of consultation lies in encouraging teachers to be a party to the change and by their participation to become committed to its introduction. If this strategy is to be successful the consultation process must be seen as being meaningful and adequate time must be allowed for views to be obtained.

Policy formulation at different levels - some examples

	Level	Policy	Consultation
A	National	New Teacher Training Regulations	Ministries: Finance, Personnel Ministry of Education: Curriculum, Planning, etc. Others: Universities Colleges of Education Teachers Associations
B	Regions/ Districts	Closer Community Links	Elected Members District Leaders Churches & Religious Groups Parents, Youth Organisations Headteachers & Teachers Non-Teaching Staff
C	School	Industrial Work within the School	Heads of Department Teachers Non-Teaching Staff Local Employers Parents

Various stages in formulating and issuing policies can be identified. These include:

- surveying the present position and, by consultation, identifying strengths and weaknesses. (A good data base, supported by information built up over a period of time, can provide the objective information required.)
- following any pilot work carried out, lists of desirable changes, to meet the aims and objectives set initially, should be considered
- drafting a new policy statement
- obtaining, in principle, the agreement of management
- discussing the draft proposals with interested parties, e.g. headteachers, teachers, inspectors, professional associations, parents, etc
- revising the policy statements taking into account those views expressed which the management feel are relevant

- issuing the final policy statement

- evaluating and monitoring the position over a period of time.

Whenever a new or amended policy is to be introduced a public statement should be prepared and issued, normally by the Ministry of Education. This should outline the reasons for the change, the content and implications of the policy, and the action and procedures which are to be adopted by headteachers and/or supervisors to implement the policy.

In preparing this policy statement account should be taken of the following:

(1) Is the statement clear and concise?

(2) Does it allow sensible direction?

(3) Is it consistent with existing policies in other fields?

(4) Is it acceptable?

In addition to the issue of regulations and/or circulars relating to the new policy, explanatory guidelines about its intentions, content and administrative implications are essential. When the policy is about to be launched these may be notified in a number of ways including:

- notes of guidance for those who will have to implement the regulations

- seminars for headteachers and other management personnel who, in turn, are required to inform staff under their control

- press releases to the public.

It is suggested that policy circulars be numbered and dated and that ring binders be supplied to allow the circulars to be readily located and replaced as revised circulars are issued. It is also important that the list of all circulars in operation with their number and date of issue be revised at regular intervals and circulated to all concerned.

In addition to the normal monitoring of the situation following policy revisions it is essential that, after a period of time, an evaluation exercise is carried out to assess the success of the policy. As a result of this exercise amendments will probably be required. In some cases the policy may need to be reformulated - in this situation the whole sequence of events described above should be followed once again.

CHAPTER 2

THE PERSONNEL MANAGEMENT CADRE

The complement of staff in the personnel sections of the Ministry of Education should relate to the numbers of teachers in the system and the range of duties required to be carried out by this cadre of staff.

The personnel establishment (the number of personnel officers and registry clerks) should therefore expand in proportion to the growth in the teaching force. The establishment is normally based on an assessment of the maximum number of teachers for which any officer can be responsible and is normally determined in co-operation with the appropriate government department (e.g. the Ministry of Labour). The resulting establishment would also require to be revised if and when new technology is introduced for handling teachers records.

The range of personnel tasks to be covered on a day-to-day basis includes:

In Personnel/Teaching Service Commission offices:

- identifying staffing needs in consultation with headteachers and managers of schools
- arranging teaching appointments following consultation about the types of appointment required
- arranging transfers of teachers from one school to another
- handling relevant personal problems of teachers
- considering appraisal reports
- reviewing disciplinary cases
- arranging release of teachers for in-service training courses.

In registries:

- recording appointments, promotions, resignations, retirements etc.
- recording changes in marital status and, in some countries, the size and composition of the family
- recording study and maternity leave

- notifying the pay office of changes in salary and allowances.

In addition, other personnel in the Ministry of Education take responsibility for specific aspects of the personnel management of teachers. Inspectors share with headteachers a responsibility for the professional oversight of teachers; officers in Teaching Service Commissions have a responsibility for confirmations and promotions; Directors of Education, amongst other duties, sponsor staff development activities and the Principal Secretary and his staff have a duty for the development of policy and general oversight of the personnel system as a whole.

The core of any personnel management system is the registry section. Without a record system which is reliable and accurate, the work of personnel officers and other senior staff can be frustrated. In addition teachers, as a result of delays in receiving answers to their enquiries, lose confidence in their employers.

To ensure that able staff are recruited to the personnel department some form of promotion structure, say to Supervisor of the Registry, should be devised, with the opportunity of further advancement for the most able. This, in turn, requires detailed job descriptions for registry clerks and supervisors to be prepared - one example is shown at the end of this chapter.

In preparing a job description care should be taken to make this as flexible as possible thereby allowing new procedures, such as office technology, to be introduced at some time in the future.

Staff development programmes for registry personnel are essential. Induction courses are one possibility for recently recruited staff. Further training of an on-going nature need not be 'off-the-job'; training conducted on a regular basis, perhaps once per week by the supervisor and based on some of the relevant suggestions contained in Chapter 12 of this book, could bring distinct advantages. In turn supervisors would require more specific training not merely in their own particular area of responsibility but in the wider work of the personnel department.

The same principles apply to senior staff. They must be aware of the problems teachers face in their day-to-day work and this can only be gained by visits to schools and to district offices.

Study visits to other countries are of immense value to those holding posts of ultimate responsibility.

Example of a typical job description for a registry clerk

Ministry of General Education, Youth and Sport, Zambia

Duties of a Registry Clerk

1. Sorting of incoming mail
2. Despatching out-going mail
3. Maintaining third copies of transactions
4. Maintaining gazettes and circulars
5. Maintaining registered articles
6. Processing telegrams
7. Opening new files
8. Filing of minutes in appropriate files
9. Recording movements of files
10. Searching for missing files
11. Maintaining 'Bring-up' systems for pending correspondence
12. Filing documents
13. Any other duties assigned by the Registry Supervisor

CHAPTER 3

CONDITIONS OF SERVICE OF TEACHERS

The Scheme of Conditions of Service of teachers is formulated in accordance with practices enshrined in legislation. In countries with a national education system teachers' conditions frequently parallel conditions for civil servants. While this is a desirable objective in ensuring teachers and civil servants have parity of treatment, care must be taken to recognise the essential differences in the respective services which each group offers to the public. For example:

- teachers are required to be on duty whenever pupils are in attendance
- leave for teachers should only be possible when schools are on vacation
- when individual teachers are absent from duty, their pupils must nevertheless be supervised and taught
- the number of professional staff in education far exceeds the number of clerical and manual staff. Unlike other public servants, teachers have greater professional responsibility for their own work and consequently line management arrangements for schools are more complex than those for offices.

Care must therefore be taken to recognise these differences when adjusting teachers conditions of service, particularly when this is as a result of changes introduced for other public service employees.

The following topics would typically be covered by a comprehensive Scheme of Conditions of Service:

- appointment and initial posting
- probationary service and confirmation in appointment
- duties and accountability
- hours of duty
- holiday arrangements
- appraisal
- professional development opportunities
- promotion

- transfer from one post to another
- resignation
- retirement
- disciplinary and grievance procedures
- dismissal
- salary scales and other payments (e.g. hardship allowance)
- payment of salary and allowances
- loans and advances
- housing
- pensions and gratuities
- sick pay
- special leave - sickness, maternity, study, compassionate.

It is essential that clear policies on each of these topics be formulated, published and adhered to if the confidence of the teaching profession, the government and the public is to be gained. Copies of the Scheme of Conditions of Service in force should be held in all educational establishments and teachers, on appointment, should be advised to make themselves aware of the conditions under which they are employed. Wherever it can be afforded, high priority should be accorded to letting individual teachers have a copy of their conditions of service at the time of their appointment.

As the Scheme is amended and republished from time to time, revised copies must be sent to schools and other places where teachers are employed. Loose-leaf folders can be used to file these but the success of this system depends on someone keeping the folder up-to-date.

The phrasing of the conditions should be precise and be able to stand up to scrutiny in a court of law. For example:

Appointment

(1) A teacher on appointment shall be given a letter of appointment which shall contain particulars of the terms of employment.

(2) A copy of the conditions of service applicable to the post shall accompany the letter of appointment. A further copy will be available at the teacher's normal place of employment.

(3) The teacher shall signify acceptance of the appointment in writing.

(4) Thereafter the teacher will be notified of the school to which he/she is appointed and the date on which he/she shall take up duty.

A Scheme of Conditions of Service may be formulated by one of a number of procedures:

- unilaterally by government
- by the Ministry of Education after consultation with professional associations
- as a result of joint negotiation between Ministry and representatives of the teachers.

Should either of the first two methods be employed it is suggested that a full process of consultation be followed before a final document is issued (see Chapter 1). Thereafter copies of the regulations promulgating the scheme should be issued to all schools and it is suggested that headteachers be responsible for ensuring that all members of the teaching staff are made fully aware of any changes which might affect them (for example, a notice prepared by the Ministry of Education could be posted on notice-boards in educational establishments drawing the attention of teachers to the changes). In the same way all members of government departments involved with teachers and their conditions of service should be aware of the regulations in force at any time and be conversant with their responsibilities in relation to each aspect of these.

In parallel with the Scheme of Conditions of Service, the Ministry of Education, following consultation with teachers' professional associations, may issue a 'Code of Conduct for Teachers'. While such a code does not have the same legal standing as conditions of service it will set out clearly standards expected of the teacher and indicate behaviour which is regarded as unacceptable and which can lead to disciplinary action. The sample code set out at the end of this chapter is based on one which has been in use in Swaziland for a number of years.

To provide headteachers of schools with detailed guidance on how to apply to the school situation the provisions of the Scheme of Conditions of Service for Teachers and the Code of Conduct adopted by the Ministry of Education, School Regulations may be issued. These will be revised at intervals and again some form of folder such as a ring binder is necessary to ensure that these regulations are available for ready reference.

Other factors which will affect conditions of service for teachers are:

(1) **The Degree of Decentralisation in the Education Service**

There is no doubt that a degree of decentralisation can bring the administrative system closer to the teacher, making it more responsive and appear less bureaucratic. For example, disciplinary matters may be able to be resolved at district or regional level. Should this be agreed the relevant condition of service must state this clearly.

To achieve major success, however, in functions relating to conditions of service matters, the other support services - finance,

administration and personnel - should also be decentralised. In such situations there must be clear policies on decision-making powers and responsibilities of each level of administration with a clear definition of those parts of the conditions of service which are the preserve of the Ministry of Education itself. In addition, sets of guidelines for headteachers and senior administrators illustrating the degree of delegation granted and limits of action possible are helpful.

(2) **Role of Outside Bodies**

Partnership agreements may be necessary where non-governmental organisations, such as church authorities, play an active part in the ownership and management of schools and hence in the appointment of teachers to them. Such patterns of partnership can only be successful where the roles of the Ministry of Education and the partner body are clearly defined and agreed. Major areas where partnership agreements should be framed to take account of the Scheme of Conditions of Service are:

- the appointment of teachers to church schools
- the dismissal of a teacher on certain grounds
- transfer of a teacher at the request of the church.

It is difficult to build any agreements on such matters into conditions of service without destroying a flexibility for future developments. However, continuous consultation between the different groups can help reduce potential problems.

(3) **Codes of Practice**

While the Scheme of Conditions of Service is formulated through legal regulations specifying duties and rewards, it is often beneficial to provide teachers with, in addition to a Code of Conduct, supplementary guidance relating to working practices. These guidelines are usually referred to as Codes of Practice. These may cover health and Safety at Work issues, for example the need for care in the use of certain chemicals in the science laboratory. Again teachers require guidance on how to handle complaints or pressure from different groups (e.g. parents and community representatives) with whom they come in contact and who have different expectations, some of which may be in conflict. Such matters cannot appropriately be specified in the Scheme of Conditions of Service. They are best handled by Codes of Practice developed through a consultative process.

SAMPLE CODE OF CONDUCT FOR TEACHERS

To the Profession

Teaching is a profession requiring advanced education and special training and vocation. It is a vocation based on certain ethics which are high and noble. Therefore a member of the teaching service is one who holds high ideals of the profession. Teachers therefore undertake to conduct themselves according to the following rules:

(1) to follow at all times the highest standards of professional conduct bearing in mind not to bring disrepute to the profession

(2) to work conscientiously and with diligence, honesty and regularity in order to produce efficiency

(3) to set a good example of professional conduct in their person, their behaviour and their dress at all times to the children in their care

(4) to try continually to improve their standard of work and ability by furthering their studies through the attainment of additional qualifications and general reading

(5) to take an active part in all school activities, both in and out of school

(6) to take an active part in the activities of the teaching profession such as the teachers' association and its subject societies

(7) to acknowledge that failure to maintain a high professional standard may involve disciplinary penalty.

To the Child

Teachers agree that their chief responsibility is towards the children under their care and that they have at all times a duty to guide each child, in and out of school, in the development of body, mind and soul and personality as a member of the community.

To the Community

Teachers must project their leadership image fully in the community in which they live. They must at all times be ready to assist and lead, where possible, members of the community of which the families of their pupils play such an important part. They must set an example to their pupils in obeying all lawfully appointed authority in the community.

To the Employer

Teachers must agree to serve according to the conditions of service laid down in the Teaching Service Regulations.

Intoxicating Drinks

Teachers should not teach under the influence of liquor or come to school drunk. They should not be seen drunk in public by parents of school children. At all times teachers should act in an exemplary fashion to pupils, colleagues, parents and officials in the Ministry of Education. Teachers must discourage the use of damaging drugs.

Deportment

Teachers are expected to be clean, tidy and exemplary in dress. Jeans and teeshirts should not be worn in school. Male teachers should wear a tie at all times they are in school and on school occasions such as meetings of teachers, parents and officials.

Relationship with Students

Teachers will maintain a relationship with the pupils in the school which is conductive to education and the development of the school in particular. Teachers should not indulge in love affairs with pupils, neither girls nor boys. It is a serious offence to indulge in sexual intercourse with girl students and such action may lead to serious disciplinary action.

Politics

As the teaching profession is a non-political organisation, teachers will not indulge in politics as this act may be regarded as an attempt to use their position to further the ends of a political party or parties. Teachers shall always remain impartial when dealing with pupils and parents in public.

Relationship between Teachers and Colleagues

Teachers should always maintain a professional attitude towards fellow teachers. They should try to help those who are weak at work or in character to assist them to improve. They must not be slanderous.

(This example is based on material from several countries in Southern Africa).

CHAPTER 4

REMUNERATION OF TEACHERS

A contented teaching force is essential if teaching of quality is to be found throughout the school system. Crucial for teacher contentment is the provision of adequate salaries and their prompt payment, accepting that the financial possibilities of making generous salary payments will vary from country to country. As regards the structure of salaries, in addressing the principles on which this is to be based, consideration should be given to the appropriateness of providing:

- different scales for different qualifications
- different scales for seniority of status
- improved scales for subjects of teacher shortage
- graded allowances or separate scales related to the degree of responsibility
- a bar at certain points on the scale which can only be overcome by an acceptable appraisal report
- regulations which permit a reduction in salary for disciplinary offences

A common spinal scale, with different starting and finishing points for different categories of teachers, has many administrative advantages. This allows staff in the personnel and salaries sections to calculate increments more quickly and permits changes in scales to be made more readily. Where salaries are paid monthly, the salary points should be rounded so that all are divisible by 12.

For example:

TABLE 2. SALARY SCALE FOR TEACHERS

Point	Salary	Notes
1	1200	Starting Point for Primary Teachers
2	1248	
3	1296	
4	1344	Starting Point for Secondary Teachers
5	1392	Starting Point for Honours Graduates
...	....	
12	2040	Top of scale for Primary Teachers
13	2088	
14	2136	Top of scale for Secondary Teachers
15	2184	Head of Department in Secondary School
...	....	
26	2424	Head of medium-sized Secondary School
27	2472	
	and so on	

Administrative lapses involving the payment of an incorrect salary or allowance, a non-payment, or a delay in paying for a promotion are certain to cause frustration and focus the attention of the teacher on the Treasury or Ministry of Education rather than on the pupils.

While long lines of communication can be the cause of delay in payment of salaries and allowances, other factors may be identified. These include poor administrative procedures, lack of staff or inadequately trained staff, headteachers failing to notify changes as they occur, and so on. Priority should be given at all levels to handling salary matters, and existing procedures should be examined to ensure smooth transfer of relevant information.

Where an appreciable delay is likely to occur between appointment and payment of first salary, an advance in salary should be arranged.

Normally salary scales are well understood by teachers, but there is less knowledge about allowances and entitlements. It is therefore important that both salary and allowances payable are clearly stated in all correspondence relating to an appointment, a posting, a transfer or a promotion.

While it is possible to include current salary and allowance scales within the booklet containing the Scheme of Conditions of Service, this is not advised. It would require the whole booklet to be republished every time salaries and allowances were altered. It is preferable and more economical to have a separate booklet containing the various scales together with the rates of allowances payable.

The same reasoning applies to teachers records. It is suggested that on the teacher's summary sheet or record card, (see p.34), the appropriate salary is indicated by the scale number and the appropriate point on the scale, and not by the actual monetary amount payable. Likewise for the allowances due. In this way the administrative work necessary when scales and allowances are revised will be minimised.

> Where schools are located in towns which have banking services, the easiest and safest method of paying teachers is by Bank Credit Transfer, the salary payable being transferred directly into the teacher's account at the end of each salary period. An alternative is to send the headteacher cheques for all his staff. Where schools are located in rural areas without banking services, the only method of payment may be by cash. This can cause many security problems but there are no real alternatives which can be suggested.

The introduction of computerised records will permit monthly reconciliation to be obtained of teachers in post against salary payments made. In this way it is possible to list within a few days of the payment of salary all teachers in post who have not been paid and the names of those paid who do not appear to be in post. Such use of records for cross-checking is only possible, however, where changes in appointment are notified and recorded promptly.

CHAPTER 5

MANAGEMENT STYLE

Characteristics of good management practice are:

- promoting participation of staff in developing the education service and being seen to be open to change
- encouraging administrative efficiency, including an appropriate degree of delegation of responsibilities
- effecting good communications at all levels
- being effective in deployment of resources -

  manpower, money and material
- providing continuous evaluation and monitoring of performance at all levels.

The term 'Management Style' is often used to describe these characteristics in practice.

The formulation of policy referred to in Chapter 1 must involve consultation and participation in the policy-making process by all those whom the policy will affect when it is put into practice. Nonetheless, it must be made clear to all those taking part that participation and decision making are different parts of the one process. For example, while teachers may be consulted about their views on a policy concerning the curriculum, the decision on the policy to be adopted will rest with the Ministry of Education.

Participation of Staff

Participative management permits teachers to influence policy before it is finalised and wise management will accept relevant comment for incorporation into the final policy statement, showing, in turn, that management is open to change. This is particularly true at school level where opportunities frequently arise which allow staff to have an effective role in developing school policies.

For example:

The development of a 'Productive Work' policy within a school permits the headteacher to set up a working group drawn from various departments which can make a contribution to the topic; a draft curriculum is then prepared and circulated to all staff for written comment; thereafter these comments are considered and perhaps discussed in an open forum; finally the curriculum proposals are amended and circulated to staff.

This technique can also be used in other ways. For example in preparing school rules, senior pupils along with staff may be consulted before the rules are finalised. School resources may be controlled by a group of staff who could be responsible for developing their use, training other staff in ways of achieving the best return from them, and so on.

In this way, participation also allows teachers to identify with the education service and consequently their motivation is improved. On the other side, participation allows management to become aware more quickly of the anxieties of teachers and subsequently identify causes and possible remedies.

Encouraging Administrative Efficiency

Administrative efficiency must be one of the keynotes of good office practice. Long delays in answering correspondence, lost letters, lack of clear and consistent policies all create a sense of inefficiency in the organisation as a whole. Success in this area of administration depends on having a clearly defined scheme of delegation within the Ministry of Education, a well trained and motivated office staff, clear procedures understood by all involved, regular reviews of office practices and good records. All these points are highlighted in various chapters of this manual.

Communication

Another keynote is **good communications** using all forms of the media to ensure those involved are made aware of the message to be put across. The way in which the message is conveyed can be as important as the content itself. An unnecessarily dictatorial tone can cause hostile attitudes to be adopted even before the message is comprehended. Thus the 'style' used in the various forms of communication should be carefully considered and staff be trained to appreciate this point (see Chapter 6).

It is essential that a clear policy on communications be adopted throughout the education service to ensure that all personnel, both administrative and teaching, are fully aware of how they can make a positive contribution to what is the central element in an effective administrative system. The questions posed in the following pages are worthy of consideration.

The choice of medium for any communication should be carefully considered. The various forms which can be used include:

(1) Letter - circular or personal

(2) General Notice - for posting on noticeboards

(3) Standard Circular - to be filed for future reference

(4) Staff Manual - to list procedures to be followed

(5) Meetings with headteachers

(6) Meetings with representatives of professional associations

(7) News briefings - to gain the cooperation of the press

(8) Radio and television - to reach parents and the general public.

More than one medium may be necessary to ensure the message is fully understood and acted upon.

How effective are communication procedures within the area of your responsibility? Ask yourself the following questions:

Communication within the Ministry of Education

1. Are the instructions given to office staff clear and precise?

2. Have all members of staff clear remits?

3. Have guidelines been issued to all members of staff, section by section, laying out standard office procedures?

4. Do all members of staff within a section have regular opportunities for discussing procedures within the section?

5. Are existing practices reviewed regularly? If so, are the office staff concerned involved in the review?

6. Are all categories of staff briefed on new policies and do they fully understand the aims and objectives of the Ministry?

7. Are meetings with a prepared agenda held on a regular basis with Heads of Sections?

8. Is there a 'diary' or a 'pending' or a 'brought forward' system to ensure no letter is forgotten or overlooked?

Communication between Ministry and headteachers/teachers

1. Are as many letters as possible personalised in address?
   (Dear Mr Banda or Dear Colleague rather than Dear Sir/Madam)

2. Are different colours used to denote different types of communication?
   (e.g. Special instructions - pink
   General information - blue
   Standing Orders - yellow, etc.)

3. Do headteachers receive a copy of all letters sent to individual members of staff?

4. Have steps been taken to minimise and simplify all returns from schools?

5. Are headteachers fully informed of procedures and timescale to be used in notifying sick leave, changes in personnel, etc?

Communication at school level

1. What methods are used to inform staff of instructions and guidance given by the Ministry of Education - a bulletin, notices, staff meetings?

2. Do members of staff in the same department have regular timetabled meetings to discuss the work of their department?

3. Does the school produce for the start of each session a handbook for staff and pupils setting out school rules, procedures, etc?

4. What methods are used to inform parents and members of the local community of developments within the school?

Upward movement of ideas and developments

1. How are teachers and headteachers encouraged to pass on suggestions for improvement to the service?

2. What forms of report are made by inspectors and others who visit schools? What steps are prescribed to ensure action is taken on any suggestions put forward?

Getting the best out of Staff

The fourth factor of management style relates to the effective deployment of all the resources - manpower, money and material - made available to the education service. All are significant and must be treated with due care and attention. Nevertheless, as stated in the introduction to this section, in the teaching service the human resource must have priority for the reason that teachers are the lifeblood of the education service. Pre-service and in-service education are essential parts of support for the teacher; pay and allowances should be as generous as national budgets will permit; staffing standards provided ought to relate to the curriculum to be taught; suitable accommodation must be provided.

There is yet another ingredient which must be cultivated before teaching of quality will be found in schools and that is **'motivation'**. Motivation cannot be prescribed by decree not can it be introduced by the threat of discipline or by cash rewards alone. It comes from a teaching force who are convinced that their role, collectively and individually, is one appreciated by society and their employers; that the curriculum they teach is relevant; that an acceptable level of supplies and equipment is available and will be maintained in reasonable condition; that there is good leadership within the school and that they are paid correctly and on time.

Motivation is also generated if teachers feel that hard work and personal commitment combined with teaching ability are appreciated and recognised when vacant promoted posts are being filled.

Visits to schools by inspectors and other senior administrators should be used to raise morale and to motivate staff. Time should be found whenever possible to meet staff individually or in groups, inform them of any developments and give them an opportunity to air their views in a constructive manner. This can be time-consuming, but it should be regarded as an essential element in the management process.

Monitoring and Evaluating Performance

It is suggested that regular reviews of performance of departments, as distinct from appraisal of individuals, should be considered. Such reviews allow an evaluation to be made of the effectiveness of existing procedures and possibly the identification of new methods which can be introduced to improve the delivery of the education service.

As in industry, employees could be encouraged to make suggestions which would improve procedures within their own departments, and any proposal which is adopted and found to be successful could be recognised in some tangible way.

CHAPTER 6

THE TEACHER'S VIEWPOINT

Within a personnel department an appointment, a posting, a promotion or the acceptance of a resignation is just one of hundreds of similar tasks carried out every day. It can become a routine measure and has no particular significance to the officer dealing with the case.

To the individual concerned, however, it is a very personal and important matter. It may be his/her first appointment, a first failure in the promotion ladder, a final letter before leaving the service after many years of faithful service. It is therefore important in drafting letters of a routine nature, that consideration is given to the way in which the reply will be viewed by the recipient. A personalised form of address, a few carefully chosen words to introduce the decision to be given and a final phrase such as 'with best wishes for your future' can make the Ministry of Education or the Teaching Service Commission (T.S.C.) appear less bureaucratic and a more friendly and understanding employer.

Consider the following case:

A young teacher of some ability makes a written request for an undefined period of leave to nurse her mother-in-law who has a minor illness. The reply can be formal and impersonal or alternatively sympathetic and written with a friendly tone:

Dear Madam,

Your letter of 10th inst. requesting leave to attend a relative who has a minor illness has been considered and I regret to inform you that such a request cannot be granted.

Your obedient servant,

Personnel Officer

OR,

Dear Mrs Dlamini,

Your letter requesting leave to look after your mother-in-law who is ill with influenza has been carefully considered. Unfortunately the regulations covering applications for leave to nurse near relatives cover only very serious illness, and as a result I regret that I cannot grant your request.

I do hope that your mother-in-law returns to full health in the near future.

Yours sincerely,

Robert Mbuya
Personnel Officer

If you were a young, enthusiastic and committed teacher, which letter would you find to be more encouraging?

It is also worthy of note that word processors can now be used to produce standard letters which can incorporate a personal warm tone and can match these with a list of addresses thereby saving administrative time.

It is frequently found that teachers may bring their problems directly to the Teaching Service Commission or Ministry of Education offices, often without a prior appointment. Personnel officers should therefore be trained in public relations and methods of handling complex problems presented without warning. It is also helpful if a welcoming reception area is available with an adjoining interview room to permit personal problems to be dealt with in private.

Headteachers and Regional Education Officers should play their part in handling teachers enquiries and problems. If properly trained they should be able to take many decisions at their own level, thereby minimising paperwork and possible delays at the T.S.C./Ministry of Education offices and helping to avoid teacher absences. Education of children must suffer when teachers are away from their classrooms - consequently any measure which limits the time teachers are out of school to discuss their affairs with the administration is of major advantage.

Teachers do appreciate being provided on appointment with a handbook which outlines their main conditions of service and gives advice on the correct procedures to be used for notifying sick leave, describes how to obtain allowances, outlines appraisal procedures and promotion opportunities and so on.

One difficulty which can arise is that this handbook quickly becomes outdated. It is therefore essential that there is a prominent paragraph at the front of the booklet which draws this to the attention of teachers and directs them to the school office for up-to-date information on all aspects of conditions of service.

Consideration should also be given to what type of report on individual teachers can be shown to the teachers concerned. If appraisal forms have to be completed on all staff at regular intervals (see Chapter 11), then it would be beneficial to let teachers see their own reports either at the draft or final stage. Again when an inspection report is made some discussion on the contents should take place with the staff concerned. Likewise advisers on their regular visits should discuss strengths and weaknesses observed and reach some conclusions before the end of their visit on changes which could be put in hand.

Observations arising from appraisal, inspection or advisory visits should lead to staff development activities. Where this can be arranged reporting will be viewed by teachers as a positive activity and as a result morale and commitment will be raised.

SECTION B

RECORDS FOR PERSONNEL MANAGEMENT

The record system is the essential core of any personnel office. All the information necessary for both day-to-day decisions and for longer term planning is found in the different types of records maintained. It is therefore essential that these records are kept in good order, the contents are up-to-date and individual records can be located at all times.

This subject can be considered at three levels:

- records of individual teachers
- records of individual schools, colleges, etc.
- information summarised from all records to provide data for the management of the service.

Individual teacher records are required to provide a complete service history of individual teachers containing evidence of birth date, qualification, teaching service, breaks in service, etc. These items are essential for postings, for promotion, for audit of salary payments and to provide the necessary information for payment of pension on retirement.

In parallel with this, **Establishment Records** (i.e. staffing records of all schools) should be maintained. These show the names of all teachers in post or on leave, the posts held by each, and provide a comparison of teachers in post with approved establishment. In this way deficits or surpluses of staff can be monitored on a continuous basis and the administration can be confident of the ability of schools to offer the recommended curriculum to a satisfactory standard.

In addition both individual and establishment records provide the basic data to make administrative decisions on deployment of staff, probationary reports, transfer requests, applications for promotion and so on.

Summarised statistical information from individual and school records can provide the basic data required for global activities such as budgetary preparation, manpower planning, setting staff development priorities and assessing the viability of projected courses of action under consideration. If the vast data bank of information contained in individual records cannot be readily retrieved to provide a picture of the education service as it is at any point in time, the record system is of limited value.

Manual record systems, by their very nature, do not lend themselves readily to the provision of information required by management. Nevertheless, there are ways of organising individual records to allow major items of information contained within them to be fairly quickly identified for management purposes (Chapter 7).

The development of **computerised records** (Chapter 8) overcomes these difficulties. It must be appreciated, however, that such records can only supplement manual records, not replace them.

The final chapter (Chapter 9) of this section examines ways by which all records held about teachers and schools can be developed to become a **teachers information system** available for use as a management tool.

CHAPTER 7

MANUAL RECORDS

General

Teachers records, whatever form they make take, are used mainly by personnel officers, staffing units in the Ministry of Education or T.S.C. offices, salary or pay offices and by planning units. Specific information from the records may be sought from time to time by the Permanent or Principal Secretary, Members of the Teaching Service Commission, the Director of Education and other senior officers whether at headquarters or in regional/district offices. The objective must therefore be to have files which contain accurate and up-to-date information. Letters, proformas, reports and other items must be entered in the file as they are received and copies passed at the same time to all who have an interest.

Consequently, records may be duplicated fully or in part and copies found at the Ministry of Education, at regional/district offices and in schools. Unless there is complete decentralisation of responsibility for teacher management, the master record will normally be held in the Ministry of Education or T.S.C. office. Nonetheless, while the scheme of delegation will indicate the officer responsible (personnel officer at headquarters, regional education officer, school manager, etc.) for handling different types of correspondence, including replying to enquiries etc., procedures should be introduced to ensure that all the records, wherever they be held, are updated whenever any change of a significant nature takes place. This may mean that the teacher will have to submit any application in multiple copies, and wherever possible on carbonised paper, through the headteacher and school manager/school secretary (where applicable) to the regional/district office and, in some cases, for onward transmission to the Ministry. In the same way all letters from the Ministry of Education to teachers must be sent via regional and/or district offices and, where appropriate, via the school manager/ school secretary and the headteacher, or copies be supplied automatically.

A teacher's record may be held in one file or, for convenience and security reasons, in a series of files - for example, a contract file, a discipline/grievance file and an appraisal file (see Teacher's Record File page 36).

Subsidiary information on teachers may be found in statistical surveys held in the Planning Section of the Ministry of Education, (Chapter 16), and in the salary records wherever these be held (Chapter 4).

If it is judged that certain types of information should have restricted circulation it is helpful to have separate files; the contract file can be 'open', whereas one or both of the other files might be treated as 'closed' confidential records and held separately. For example, management may decide on restricted access to appraisal and inspection reports, disciplinary reports and consequential correspondence. In this situation confidential files should be established. On the other hand, teachers records containing only factual and objective information such as qualifications, salary and allowances, have no need to be restricted in the same way and can be filed with normal security precautions.

> It is, therefore, important that a decision on access to the various types of information held should be taken before the design of the record system is finalised.

Summary Record Cards

In addition to the Teacher's File a **Teacher's Record Card** may be maintained. This allows the essential information held on every teacher to be summarised. Not only does this provide the data for an information system, it also can save a lot of administrative time in searching for an individual item from a bulky file. These cards contain only essential items of information, including date of birth, qualifications, salary scale and point on scale, and the record of service. It can readily be matched against information gained from the annual census and any changes noted or investigated. Some cross-references can also be made with important items in the main files by use of symbols at the top of the card, e.g.

o - "refer to disciplinary file"

x - "see comments on appraisal file", etc.

These cards can be colour-coded to differentiate primary and secondary, or trained and untrained, teachers and be kept in sets of binders by type and grade of post.

The data on a record card can be used, if accurate, for direct input into a computerised teachers' record system. Where the introduction of a card system is being considered, the items to be included should match the data which will form part of the computerised record (see Chapter 8).

Both sides of a sample card are shown on the following pages. It must be noted that this is purely an illustrative example. Where a card system is to be introduced its design and layout must reflect local requirements.

SAMPLE TEACHER'S RECORD CARD
(FRONT)

Date D.	Date M.	Date Y.	Salary Rate	Remarks

SAMPLE TEACHER'S RECORD CARD
(REVERSE)

Total Uncertificated Service:	From	Till	Date	Interviews, Promotions, Reports other than normal, etc.
Certificated Service elsewhere:				

Other Information

First Teaching Appointment: (a) Uncertificated .....

(b) Certificated .....

Appointment

Qualifications Verified:

Service for Salary Purposes						*Service for Seniority*		
Service at:—	Yrs.	Days	Service at:—	Yrs.	Days	Service at:—	Yrs.	Days

Employee Numbers

Every teacher should be allocated an Employee Number. While most personnel departments allocate each teacher a unique employee number, thought should be given to the way in which this number is formed. Prefix and/or suffix letters or numbers can be added to existing numbers; this permits year of birth, date of joining the education service and teaching qualification to be read at a glance.

Where unique numbers already exist, they should be maintained to avoid confusion, with perhaps the additional letters being used initially for office purposes only. For example,

Existing Number	123456
New Number	48/70/123456/HE

This denotes 1948 as year of birth, 1970 as date of joining teaching service and HE as being a Home Economics qualified teacher.

If qualified in more than one subject, the main teaching subject comes first followed by the subsidiary subjects(s), e.g.

48/70/123456/HE/Mus

Teachers Record File

This file (or series of files - contract, appraisal and disciplinary) starts with the teacher's application form for a first appointment and thereafter all other correspondence is filed in date order and numbered sequentially. The file holds a full teaching history of the teacher including the following items:

- date of birth, sex, nationality, marital status, family details
- qualifications and pre-service training
- teaching and pre-service training
- teaching appointments with grade of post held and duration of each
- sickness record
- maternity record
- appraisal reports (if not held separately)
- in-service training and study leave applications
- other leave, paid and unpaid
- salary scale and point on scale
- allowances and other entitlements
- disciplinary and grievance reports (if not held separately).

As the teacher's service increases, more and more paper accumulates in the file. If a summary record card is not available, time required to search for information can be reduced by using coloured paper for key areas, e.g. study leave, appraisal, postings etc. In addition, pages relating to temporary information, e.g. absence leave of short duration, can be destroyed at intervals.

Establishment Files

The other types of manual files which are maintained in the Ministry of Education relating to the staffing situation in individual schools are normally referred to as Establishment Records.

These files should be maintained on an individual school basis showing:

- the school's unique reference number
- its name, address and, where it exists, its telephone number
- the type of school and the grades or forms it serves
- the range of courses offered
- the school roll, in total and by stages
- the staff establishment (i.e. the number of teachers to which the school is entitled)
- the number of staff in post and on extended leave
- surpluses and deficits in staffing
- names of promoted staff, their personnel number and post held
- names and numbers of other staff with teaching post held.

Additional information which may be held with these files include:

- any recent inspection reports
- any incident which requires monitoring.

As with teachers, the establishment number, or the school's identification number, should be meaningful:

e.g. 2/4/7/1234 where

2 represents a primary school with stages P3 - P7

4 represents the region in which the school is situated

7 represents the district in region 4

1234 is a number provided nationally in sequence

Establishment records are filed by establishment number and possibly also by category, (primary, secondary etc.) and the name of the school and its number should be visible on the spine:

e.g. 2/4/7/1234 - Buyha Sec School

The contents should be so arranged as to allow the following information to be readily located and retrieved:

- surplus staff
- vacant posts
- appointments requiring confirmation
- schools with serious curricular problems
- schools due for an inspection visit.

Where action is necessary or a review of the situation is to be made in the near future, coloured tabs attached to the spine of the file can show the type of action necessary and the month when this must be carried out.

As with Teachers' Records, Establishment Records are only of value if they are kept up-to-date. Any alteration made to a Teacher's Record must also be made at the same time to the Establishment Record - if this is appropriate. Changes notified by schools via 'casualty returns' (i.e. proformas listing personnel changes) must be entered in both records.

Before a senior administrator or inspector visits a school the establishment file should be examined. Likewise, following the visit any appropriate comments should be added to the file.

Security of Files

Precautions must be taken to prevent

(1) unauthorised access to the file

(2) the leaking of confidential information

(3) malicious damage to records, notably the removal or alteration of information detrimental (or advantageous) to a teacher

(4) possible fire damage to the record system.

Storage of Files

Storage of teachers' files can take various forms:

(1) Filing cabinets of the three- or four-drawer variety are not recommended. The files are bulky, they are heavy and when the drawers are open, the cabinet can become unstable. This system is also uneconomic in space terms.

(2) Good quality wooden shelves, adequately supported, allows the spines of files to be viewed easily and that of individual teachers to be located readily. Metal shutters which can be closed at night provide security and some fire protection.

(3) Roller storage (lengths of filing racks mounted on rollers allowing each rack to be moved close to its neighbour when not in use) provides all the same advantages with, in addition, the minimal demand on floor space.

(4) Suspended systems become unsatisfactory as files thicken and their weight increases. Box files on shelves overcome this problem. Alternatively, vertical spacers (metal or wooden bookends) can hold file covers upright allowing the spines to be read.

Movement of Files

Much of the breakdown of the record system occurs through the record being lost or mislaid whilst it has been referred to an officer outside the registry, particularly where the officer concerned is located at a distance. The procedures adopted in the registry must therefore ensure that the name of the officer responsible for a file taken out of the registry is recorded and that any file required by a senior officer can be quickly located.

Some suggestions for consideration:

(1) Use different coloured file covers for primary male, primary female, secondary male and secondary female teachers

(2) The spine of each file should show the teacher's name and employee number

(3) When a file is taken from the registry, a record of the date and the name of the officer to whom it has been passed should be made in a register. When it is returned the entry should be cancelled

(4) Should the officer pass the file to someone else this should be notified by making an entry on a proforma designed for the purpose and passing it to the registry for recording. Alternatively, all files must go back to the registry before being passed to another officer for action

(5) Dummy end pieces, with employee's name and number pencilled in, should be inserted in the appropriate place on the shelf when a file is removed. An entry on the end piece can show who has the file

(6) Files removed for more than an agreed period (say 14 days) should be 'chased'

(7) Some form of 'brought forward' system should be used to ensure that files requiring action by a certain date receive attention.

Continuous and thorough training of the registry staff, particularly on how to record the movement of files, is essential. Where this is supported by a manual of registry procedures, known and adhered to by all officers, problems are minimised (see Procedures Manual P.40).

One could also question the need for the whole record to be sent to other departments which require only one specific area of information. Limiting movement also prevents loss of pages in transit and minimises wear and tear on the file. Consideration should be given therefore to a system where the record always remains in the registry or adjoining offices; certified statements (dockets), recorded on standardised proformas and signed by a senior officer providing the required information based on the record are sent to the enquiring department.

For example:

> In response to your enquiry of / /19 , I certify that M.. ..... (TSC Number / / /) was appointed to his/her first teaching appointment on / /19 , and has been in continuous service since that date as an unpromoted teacher in primary/secondary schools
>
> Secretary,
> Teaching Service Commission

The information may be relayed on a form especially prepared for the purpose. To transfer information on salary and allowance matters from the T.S.C. office to the Treasury in Swaziland the form shown on the following page was devised.

Procedures Manual

A Procedures Manual can provide all administrative personnel with the necessary background to let them appreciate the importance of their role in the personnel system. The manual should provide both the general aims and objectives of the Ministry of Education in respect of personnel management and also detailed guidelines on:

- the way in which records should be filed
- the system used for indexing and filing each type of record
- the need for accuracy and immediate updating of records
- the structure of the Teacher's Record and the Establishment Numbers
- the procedure for handling casualty flow information
- what information should be discarded at intervals
- transfer of files from active to limbo or dead storage
- security of the system
- rules for circulation and movement of files.

Other information in the manual could include

- ways of recording the authority for an amendment to the record
- who is permitted to access information on file
- reporting routes for information and answering letters
- when files should be referred to senior personnel.

In a wider context, a flow chart can be prepared for use in all offices in the Ministry of Education and Teaching Service Commission showing the routes which must be used to pass information and correspondence to others who have a part to play in the smooth administration of the service. The flow chart devised by the Ministry of Education, Lesotho, is reproduced at p.42).

KINGDOM OF SWAZILAND

SALARY ADVICE FORM

Revised TP 410

TRANSACTION Serial Number	Ty	EMPLOYEE NUMBER

7 12

TRANSACTION TYPES

1. NEW EMPLOYEE
2. AMENDMENT

NOTE

Co – Code
Fr – Frequency
Ty – Type
In – Indicator
Sh – Sharing
Inc – Increment

TREASURY USE ONLY

A – ADD
C – CHANGE
D – DELETE

AUTHORITY :

SIGNATURE :

RANK :

DEPARTMENTAL STAMP

CHECKED BY :

DATE :

PUNCHED :

VERIFIED :

RECORD CLASS G S B

FIRST NAME	Middle Initials	SURNAME	SEX	Date of Birth Day	Month	Year	Internal Reference Prefix	Number	Location

1 19 35 38 54 55 61 70

RECORD CLASS G S C

Employment Ty	Category	WAGE SCALE Grade	Notch	INC	SOURCE OF PAY Head	Cost Responsibility Centre	POST DETAIL	PROJECT NUMBER	Date Employed Day	Month	Year	Discharged Day	Month	Year	START BASIC PAY Day	Month	Year	STOP PAYMENTS Day	Month	Year	Date Effective Day	Month	Year

1 19 22 26 27 34 38 44 50 56 62 68

RECORD CLASS G S D

GRADED TAX NUMBER	INCOME TAX NUMBER	HUSBAND'S FIRST NAME	P.A.Y.E. Ty	Children	ADDITIONAL P.A.Y.E. In	Employment	Cent

1 19 31 38 54 57

RECORD CLASS G S E

Pay Mode	PAY POINT	BANK ACCOUNT NUMBER	HOUSE LOAN BANK	HOUSE LOAN NUMBER

1 19 20 24 34 38

PAY POINT NAME: .....

HOUSE LOAN BANK NAME .....

RECORD CLASS G S F

BASIC SALARY Fr	Emolngent	Cents	Item	ALLOWANCE Fr	Emolngent	Cents	Item	ALLOWANCE Fr	Emolngent	Cents	Item	DEDUCTION Fr	Emolngent	Cents	Item	DEDUCTION Fr	Emolngent	Cents	Item	Rent Cents	HOUSE CODE NUMBER

19 28 37 46 55 64 68

(TREASURY USE ONLY)

RECORD CLASS G S G

AMOUNT Emolngent	Cents	Dr	Item	AMOUNT Emolngent	Cents	Dr	Item	AMOUNT Emolngent	Cents	Dr	Item	AMOUNT Emolngent	Cents	Dr	Item	AMOUNT Emolngent	Cents	Dr	Item

1 19 29 39 49 59

ERROR Co	Sequence

74

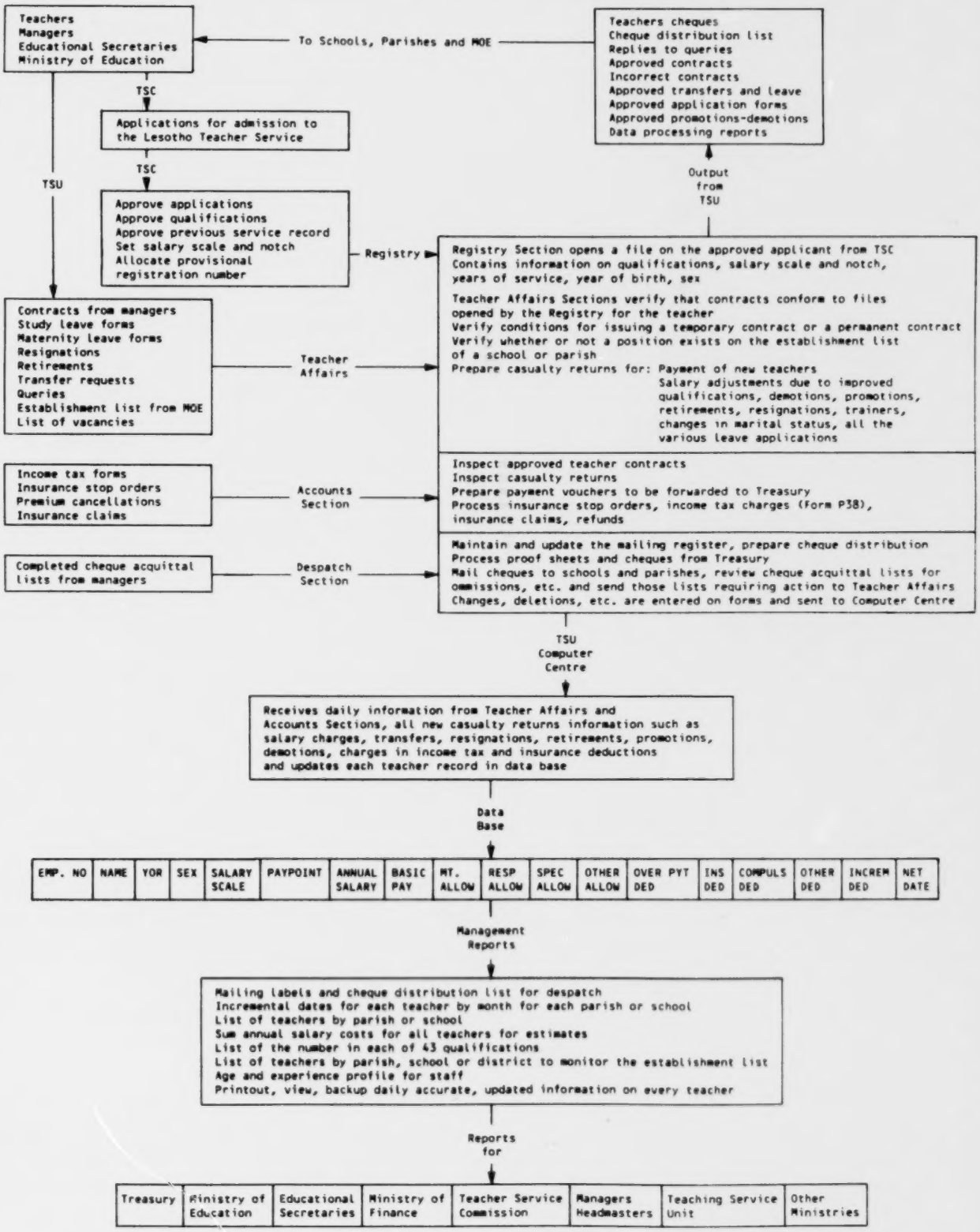
NARRATION :

1. Head and Responsibility Centre : .....
2. Name and Surname : .....
3. Post : ..... Grade & 4. Notch : .....

48

49

LESOTHO TEACHER PERSONNEL MANAGEMENT INFORMATION SYSTEM FLOW CHART


Teachers
Managers
Educational Secretaries
Ministry of Education
To Schools, Parishes and MOE
Teachers cheques
Cheque distribution list
Replies to queries
Approved contracts
Incorrect contracts
Approved transfers and leave
Approved application forms
Approved promotions-demotions
Data processing reports
TSC
Applications for admission to the Lesotho Teacher Service
TSC
TSU
Approve applications
Approve qualifications
Approve previous service record
Set salary scale and notch
Allocate provisional registration number
Registry
Output from TSU
Registry Section opens a file on the approved applicant from TSC
Contains information on qualifications, salary scale and notch, years of service, year of birth, sex
Teacher Affairs Sections verify that contracts conform to files opened by the Registry for the teacher
Verify conditions for issuing a temporary contract or a permanent contract
Verify whether or not a position exists on the establishment list of a school or parish
Prepare casualty returns for: Payment of new teachers
Salary adjustments due to improved qualifications, demotions, promotions, retirements, resignations, trainers, changes in marital status, all the various leave applications
Contracts from managers
Study leave forms
Maternity leave forms
Resignations
Retirements
Transfer requests
Queries
Establishment list from MOE
List of vacancies
Teacher Affairs
Income tax forms
Insurance stop orders
Premium cancellations
Insurance claims
Accounts Section
Inspect approved teacher contracts
Inspect casualty returns
Prepare payment vouchers to be forwarded to Treasury
Process insurance stop orders, income tax charges (Form P38), insurance claims, refunds
Completed cheque acquittal lists from managers
Despatch Section
Maintain and update the mailing register, prepare cheque distribution
Process proof sheets and cheques from Treasury
Mail cheques to schools and parishes, review cheque acquittal lists for omissions, etc. and send those lists requiring action to Teacher Affairs
Changes, deletions, etc. are entered on forms and sent to Computer Centre
TSU Computer Centre
Receives daily information from Teacher Affairs and Accounts Sections, all new casualty returns information such as salary charges, transfers, resignations, retirements, promotions, demotions, charges in income tax and insurance deductions and updates each teacher record in data base
Data Base
EMP. NO
NAME
YOR
SEX
SALARY SCALE
PAYPOINT
ANNUAL SALARY
BASIC PAY
MT. ALLOW
RESP ALLOW
SPEC ALLOW
OTHER ALLOW
OVER PYT DED
INS DED
COMPULS DED
OTHER DED
INCREM DED
NET DATE
Management Reports
Mailing labels and cheque distribution list for despatch
Incremental dates for each teacher by month for each parish or school
List of teachers by parish or school
Sum annual salary costs for all teachers for estimates
List of the number in each of 43 qualifications
List of teachers by parish, school or district to monitor the establishment list
Age and experience profile for staff
Printout, view, backup daily accurate, updated information on every teacher
Reports for
Treasury
Ministry of Education
Educational Secretaries
Ministry of Finance
Teacher Service Commission
Managers Headmasters
Teaching Service Unit
Other Ministries

CHAPTER 8

COMPUTERISED RECORDS

As teacher numbers increase due to rising school rolls and improved staffing standards, the strain on administrative staff will grow to such an extent that the staffing unit in the Ministry of Education will find it extremely difficult to function efficiently. While individual manual records may at first be maintained in a reasonable form when teacher numbers are smaller, the information necessary for the effective management of the service and for planning its future will become increasingly difficult to locate as the number of teachers grows. Computer systems may be one way of identifying easily the key information required to allow management not only to be responsive to the day-to-day needs of the service but to place it in a position to plan for the future.

Any system introduced must have certain capabilities which include support for:

- maintaining existing records
- processing records for new teachers
- managing the service on a day-to-day basis
- planning future developments
- obtaining information to answer external (e.g. parliamentary) enquiries.

Before the availability of hardware and software is investigated (an exercise which must be carried out by a reputable professional group), the full educational and management capability of the required system should be specified in detail. In other words, the way in which the computerised system will be used to manage and plan the education service will determine the items to be included in the record. For example:

- the information necessary for projecting the effects of retirement will require finding the names, qualifications and posts held by teachers above a certain age

- the information required to project wastage rates is found from the numbers of male and female teachers leaving the service and comparing these with the total number in post; in addition the age and qualifications of the different groups would require to be known

- preparing the budget requires the numbers of teachers on each salary scale and at each point on the scale

and so on.

Specialised advice should be sought at this stage to determine the type of system required and the way in which the data necessary can best be organised. Various computer 'files' (sets of information) can be designed, each relating to different aspects of a teacher's personal data, training and qualifications, teaching history and so on. By interlinking these pieces of information a computer system will evolve providing the capability prescribed in advance. The system adopted should be 'user friendly' (i.e. easy for the non-expert to use) and the information sought from the system might be provided on terminal screens located in personnel offices or be circulated on hard copy; more likely a mixture of both will be available. Ideally, personnel officers should have their own terminals; they should not have to leave their office to refer to a record.

The information which would normally be found in a computerised record would include:

For teachers

- name of teacher with any previous surname
- employee number
- sex
- marital status
- date of birth
- main teaching qualification and subject(s) if secondary
- date of first appointment
- present appointment - school, post and date of appointment
- present salary scale and point on scale
- allowances payable
- date leaving or left service and reason for leaving.

For schools

- name and address of school, code number and headteacher's name
- type of school
- roll by stages and hence its staff establishment
- number of teachers in post by type of appointment held
- names of teachers in post and grade of post held.

It may be necessary to limit the range of information to be held on each employee depending on the capacity of the computer equipment available. Nonetheless, the substance of this file should be very similar to the data found on a Teacher's Record Card (Chapter 7) and consequently is not exhaustive. It also differs from the contents of the manual file in that data alone is found in the computer file and not correspondence.

Other data contained in a manual school establishment file (see p.37) may also be included in the computer records if the system is powerful enough to organise and hold this information.

The computer program devised will ensure that much of the school establishment information can be found from the individual's personal computer file and entered in the establishment file automatically. Considerable amounts of essential preparatory clerical work are thereby avoided.

A system must be evolved for:

- collecting all the above data for every teacher in service
- checking the accuracy of the data
- checking that the data input is correct
- systematic updating of files as changes occur.

One method of preparing for computerisation is to use the existing manual teacher/establishment files for the collection of data. This can be supplemented by information from the pay record system.

Other departments may be willing to share the experience they have gained in setting up their computer system. In addition, compatibility of systems can permit ready exchange of information. This is particularly useful in matching salary and allowance payments made by the Treasury against staff in post records held in the Ministry of Education.

The actual data required on each teacher to set up the computer record will be recorded in the first instance on proformas. Once this data sheet has been completed and the information contained on it has been entered into the computer a copy of the computer record can be sent to the teacher for checking. Care must be taken to verify any changes suggested by the teacher and further verification checks will have to be made to ensure no errors arose while entering the data into the computer.

> A good manual record is a prerequisite of successful computerisation; in addition a computerised record system is a complement to and not a replacement for a manual system. Thus, original application forms, posting records, qualifications confirmations and other similar documents must still be kept, even after the computer system is established.

Considerable additional work is necessary over a lengthy period to prepare records for computerisation and for entry of the material into the computer. Additional staff are likely to be required on a temporary basis to allow the normal operation of a busy staffing office to run in parallel with the computerisation project.

The introduction of a computer system demands significant changes in the manner in which work is carried out in the personnel department. Procedures to be adopted, the role of different staff, the location of equipment must all be decided in advance of the introduction of the system. Professional advice on maintaining the security of the information held and on operational procedures is absolutely essential.

The security of the computer system itself is paramount. While most staff in the section can be authorised to 'read' the computer record, only a limited number will have the authority to 'write' alterations to a record. A system, which includes regular rotation of passwords, is essential if the integrity of the records is to be maintained.

It is also essential to develop procedures which can minimise the loss of data due to technical failures. For example, it is essential to prepare 'end of day' discs as a back-up to the operating system.

Training will be necessary at three distinct levels:

- for data entry clerks
- for personnel officers and other professional staff
- for Systems Managers and/or Systems Programmers.

The data entry clerks will require to be trained on specific segments of the system pertaining to data entry and records maintenance. This will require both keyboard skills and a good understanding of the 'menu' of options offered by the system.

Professional staff, including personnel officers, should be trained primarily in utilising the system and understanding the way in which the system can provide them with the information they need to manage the service, e.g. in preparing reports and responding to unscheduled requests for information.

The capacity of the system considered should not only be capable of accommodating the records of existing teachers but should be of a design which permits later extension to:

- accept increasing amounts of data on existing teachers
- handle a growing number of records to keep pace with the expansion of the service
- improve the 'search and find' facility.

In effect, the system should have the capacity to grow and become more sophisticated as time passes.

New posts may have to be created within the Ministry of Education at Systems Manager and/or Programmer levels. Technical assistance will be necessary not only in establishing the system but throughout its lifetime. The system will evolve and develop and, consequently, access to at least one programmer will be essential at all times. Again ongoing training will be necessary if the best results from the improved system are to be available in the future.

CHAPTER 9

THE TEACHERS INFORMATION SYSTEM AS A MANAGEMENT TOOL

As indicated in Chapter 7, the manual record by itself is a sequential record of a teacher's education, training and employment in the education service. While it contains a vast amount of information, the nature of the sequential papers in the file does not readily permit any of the information contained therein to contribute to the planning, the management and the development of the education service. When such records have been collated with thousands of other records, the data bank is correspondingly increased; on the other hand useful access to this information becomes even more difficult to obtain.

A meaningful teacher's employee number can be the first step in using the record system to obtain planning and management information. The example of a number quoted in Chapter 7 allows the numbers and qualifications of teachers approaching retirement age to be computed. If related to casualty returns the wastage rates by subject discipline can be calculated. Hence the use of an employee number could be seen as one way of moving from a Record System towards an Information System.

Record cards summarising personal/qualification/appointment information on individual teachers allow the information system to be developed in more detail. By having different coloured cards for male/female and primary/secondary teachers sorting of information can be speeded up - it is easier, if still tedious, to examine 10,000 record cards than 10,000 files.

A development used some years ago was to punch holes in the cards at predetermined positions, the location of each hole corresponding with one particular item of information about the teacher. Punched card machines could then quickly extract the record cards of teachers who had, say, one desired qualification. This system has been largely superseded by computer records.

Chapter 8 not only described computer records but showed that such records could be seen more as a data base for managing and planning the service than simply as a collection of records of individual teachers. While the actual written evidence about date of birth, qualifications etc. is still maintained in the manual record, the computer record contains all the basic information about the teacher. The ultimate development for planning and managing the education service is therefore the computer record system. Having said this, the standard quotation about computers must always be kept in mind - 'Garbage in, Garbage out!' In other words the computer system is only as reliable as the information collected and the operators who insert the data into the records.

Without a well-designed 'Search and Find' facility a computer record system might not be able to provide readily the range of information necessary for both day-to-day management and long-term planning data.

A fully developed Teachers Information System is highly desirable. As indicated it provides the data base for planning and developing such diverse functions as:

- permitting regular checks to be made on staffing establishments against teachers in post thereby identifying surpluses/shortages of staff
- providing information required to prepare the annual budget
- giving the data for budgetary control
- supplying information for promotion boards
- allowing staff development programmes to be planned on a national basis
- identifying numbers and categories of teachers due to retire in certain periods of time
- planning the number and types of teachers required in the future and hence college/university requirements.

To enable these functions to be carried out, records of various types must be used, individually or collectively. For example:

- records of individual teachers
- salary records
- budgetary statements
- establishment records
- previous manpower forecasts.

Whilst these may be held as separate records, it is desirable that they should be maintained in a way which permits cross-referencing.

Even if separate computers are used for the different records, it is possible to design programs which will draw the necessary information directly from the appropriate file into the computer program being used.

If the data cannot be obtained from these records directly, other methods must be considered. For example, drawing relevant information from:

- the records maintained in the planning unit in the Ministry of Education
- reports made by Inspectors of Schools
- the Government's Central Statistical Unit
- ad hoc statistical surveys.

A more efficient approach is to have a single annual comprehensive census of all staff in all schools taken about one month after the start of the school session. The census form can be designed for computer analysis and be used to update all existing teachers and school records.

Whenever a specially designed questionnaire is used the design must permit ready analysis and be returned by the headteacher within the agreed timescale.

Any information system depends for its success on a number of factors:

- all changes in data are noted quickly and entered efficiently
- the information is copied and issued to all who have an interest in it
- an annual timetable is developed indicating the date when all tasks must be started and completed
- forms used to collect data are designed to minimise time and errors
- no changes in procedures or information sought are made without the agreement of all others involved
- all the procedures specified are complied with at all times by line and functional managers.

A system such as that described above can meet the needs of both a planning unit who wish to have relevant information at one particular point in time and the officers in the personnel department or the Teaching Service Commission who require information on a daily basis for their management role.

SECTION C

OTHER ASPECTS OF PERSONNEL WORK

Education provision in any country is one of the most expensive services which are provided by Government. It is therefore important that teachers, the most significant cost element in the budget, are highly motivated and have total confidence in the administrative system which supports them. If they are distracted by non-payment of salary, by lack of resources and other matters which are the responsibility of the support services, the education of the pupils suffers and the country as a whole is not receiving value for the money invested in the service. To provide teachers with the assurance that their particular needs are being safeguarded and that the education service, as it grows and develops, does not become over-bureaucratic many Commonwealth countries have established Teaching Service Commissions. Chapter 10 deals with the role and functions of these bodies.

It is also essential that any deficiencies in the quality of education available can be identified and steps taken to improve the situation. At school level this can normally be tackled in two ways, each complementing the other. School inspection allows the overall performance of a department of a school to be monitored and any weaknesses to be identified. Such inspections are carried out at intervals, sometimes, due to the inadequate number of Inspectors available, at intervals separated by years rather than months. A report of this nature therefore provides a 'snapshot' of the situation in a school at a certain period in time. The other type of activity relating to performance is appraisal. This examines, at regular intervals, the way in which individual teachers carry out their work and, if conducted effectively, highlights strengths and weaknesses in their teaching abilities. Chapter 11 examines appraisal in some detail.

However appraisal is, by itself, an exercise of little value unless it is closely related to a programme which attempts both to use the strengths of teachers to improve the service as a whole and to provide remedial action to overcome weaknesses identified. A great variety of actions can be taken by headteachers and senior administrators to assist employees to improve their performance, not solely by offering the opportunity to attend in-service courses. This topic, Staff Development, is dealt with in Chapter 12.

The final chapter of this section, Chapter 13, relates to the particular administrative actions which are necessary in the Ministry of Education to ensure that women teachers have equal opportunities with their male colleagues in employment, promotion, training and the

like. Historically, in developing countries, women did not enjoy the same educational opportunities as men; women were expected to look after the home and the family; when husbands moved to new posts women had to follow, often at the expense of their career; frequency of childbirth interrupted their career and placed them at a disadvantage for promotion; harassment was not uncommon. Educational administrators must take account of these factors and ensure that any procedures which are introduced and all decisions which are made are free from gender bias.

CHAPTER 10

THE ROLE OF TEACHING SERVICE COMMISSIONS

As the education service has developed and expanded in the various countries, so also have the aspirations of teachers. They seek better conditions of service, improved support from a personnel service dedicated to their needs, less bureaucratic control, as they see it, of their careers. Governments have recognised the importance of having a highly motivated service and have responded to these requests by creating, initially, Teaching Service Units (T.S.Us.) or a United Teaching Service (U.T.S.) and more recently by establishing, through legislation, Teaching Service commissions (T.S.Cs.). The latter are semi-autonomous bodies with the Chairperson and Commissioners being appointed by Government. While a T.S.C. has its own Secretary and a small staff, it is usually dependant on the Ministry of Education to supply it with the basic information necessary (e.g. teachers' files, appraisal reports, etc.) to allow it to function effectively.

To show the independence of the T.S.C. its office may be located at a distance from the Ministry of Education - as in Maseru and Lusaka. On the other hand, to permit a close working relationship between the Ministry of Education and the Secretary of the T.S.C., including the sharing of files, the two offices may be in the same building as in Mbabane.

The following table (p.53) summarises the structure, membership and functional responsibilities of these bodies in Botswana, Lesotho, Swaziland and Zambia.

TABLE 3. FOUR TEACHING SERVICE COMMISSIONS: STRUCTURE AND MEMBERSHIP

	Botswana	Lesotho	Swaziland	Zambia
Legislative basis of teaching service	Teaching service Act 1975; Teaching Service Regulations 1976	Education Order 1971 as amended, Teaching Service Regulations 1974; Teaching Service Commission Act 1983	Teaching Service Act, 1982; Teaching Service Regulations 1983	Unified Teaching Service Act 1953, as amended; Teaching Service Regulations 1953 as amended; Teaching Service Commission Act 1971
TSC founded	1976	1973 - Teaching Service Unit 1985 - Teaching Service Commission	1983	1953 - Advisory 1971 - Executive
TSC reports to	Permanent Sec. Ministry of Education	Minister of Education	Minister of Education	President
TSC Executive Official	Secretary	Secretary	Secretary	Secretary
TSC membership	Part-time Chairman + 6 members	Full-time Chairman + 6 part-time members	Part-time Chairman + 5 members	Full-time Chairman + 6 members
Meetings of TSC	Ad hoc	Monthly	Weekly	as required
Staff:	19	37	17	19
Related Bodies	Unified Teaching Service (UTS)	Teaching Service Unit (TSU)	-	Ministries of General Education & Culture and Higher Education
Role of related body	All personnel functions except appointment of heads of Colleges/ Secondary schools	Day-to-day administrative duties	-	Oversight of other personnel functions
Location of Records	UTS	TSC	TSC	Ministries of General Education & Culture and Higher Education

Note: Information correct as at March, 1988

One major problem facing educational administrators in the Southern African region is that established teachers are members of the Public Service and, in certain countries, are entitled to the same conditions of service as other officers working in the various ministries. While most people would agree that teachers should have as favourable conditions of service as other public servants, they would also accept that the type of work carried out by teachers is different and their working day, working year, leave, etc. must be defined in a different way (see Chapter 3). The establishment of a Teaching Service Commission permits these differences to be recognised.

The actual responsibilities of Teaching Service Commissions vary from country to country particularly in the day-to-day functions they carry out. While Commissioners would wish to be perceived to be arbiters in professional issues such as appointments, promotions, disciplinary hearings, etc., thereby instilling confidence in the education service, they may be forced, because of the size of the task, to delegate much of the organisational responsibility to the Permanent Secretary in the Ministry of Education. For example, in some countries personnel officers within the Ministry of Education handle all transfers but should a teacher feel aggrieved an appeal may be lodged with the Teaching Service Commission. In another the Chief Education Officer may recommend all transfers to the T.S.C. who has the final say in the matter. Again, requests for study leave may be a T.S.C. matter in most countries but in Swaziland these are handled by the Director of Education.

It would appear that there is no unanimous view across the four countries as to where responsibility ultimately and finally lies for the role of employer, other than this is a government matter.

The second table summarises where both day-to-day and ultimate responsibility lies in each of the four countries for major personnel functions.

As Teaching Service Commissions are relatively recently established bodies and are still evolving in terms of responsibilities and functions Commissioners recognise the need to gain teacher confidence and support. This is being carried out in a number of ways. In Zambia, for example, members of the Teaching Service Commission have found that travelling to the various regions to meet teachers and to have a dialogue with them has proved beneficial to both parties. In other countries Commissioners may interview teachers before making a decision on promotion. Whatever the form of contact between Commissioners and teachers may be, the opportunity will arise in all meetings to create a sense of trust.

There is little doubt that over the immediate years ahead Teaching Service Commissions and their Secretaries together with their colleagues in the Ministry of Education will be a major force in making the education service a dynamic reality.

TABLE 4. TEACHER STAFFING RESPONSIBILITIES IN FOUR COUNTRIES

Function	Botswana		Lesotho		Swaziland		Zambia	
	Responsibility Ult.	Daily	Responsibility Ult.	Daily	Responsibility Ult.	Daily	Responsibility Ult.	Daily
First Appointment	UTS	-	TSC	-	TSC	-	TSC	PS
Probation	Ed Sec	HT	-	-	Sch Man	-	PS	CEO
Confirmation	UTS	HT Ed Sec	-	-	TSC	Sch Man	TSC	PS
Transfer	UTS	-	Ed Sec	-	TSC	-	PS	CEO
Promotion	UTS	-	Ed Sec	-	TSC	-	TSC	PS
Study Leave	UTS	-	TSC	PS	D/E	-	PS	CEO
Retirement	UTS	-	TSC	-	TSC	-	TSC	PS
Resignation	UTS	-	Per	-	TSC	-	PS	CEO
Discipline	UTS	-	TSC	Per	TSC	Sch Man	TSC	PS
Dismissal	UTS	-	TSC	Per	TSC	Sch Man	TSC	PS
Demotion	UTS	-	TSC	Per	TSC	-	TSC	-
Contract Renewal	UTS	-	TSC	-	TSC	-	TSC	PS
EMPLOYER		UTS		TSC/PS		TSC/PS		TSC/PS

Notes:

UTS - Unified Teaching Service

TSC - Teaching Service Commission

PS - Permanent Secretary Ministry of Education

Per - Personnel Department Ministry of Education

Sch Man - School Manager

Ed Sec - Education Secretary (e.g. of Church Authority)

D/E - Director of Education

CEO - Chief Education Officer (i/c Region or District)

CHAPTER 11

STAFF APPRAISAL

In some countries in the Southern African Region, a system of staff appraisal exists. Reports on teachers by their headteachers are submitted to the Ministry of Education or T.S.C. at intervals, usually annually, and these reports are held in the personal file of the teachers concerned. When a teacher is being considered for promotion, the appraisal report may form the principal evidence in support of the candidacy. Likewise, in a disciplinary matter the appraisal report provides the evidence of past commitment to the education service. Consequently, these reports must be regarded as major personnel documents and, as such, it is important that procedures are prescribed which outline the need for care and thoroughness in their completion.

The Purpose of Appraisal

An appraisal system, however, is only of value if it serves some positive educational or management purpose. Hence before an appraisal system is introduced certain key questions must be answered.

(1) **Why have an appraisal system?**

The major aim of an appraisal system should be to make a comprehensive assessment of a teacher's performance related to the post held.

An accurate assessment should also assist in identifying the teacher's potential for promotion.

Equally important should be the place of appraisal in assessing individual officers' training needs.

(2) **What form should the report take?**

The report should examine a teacher's performance across a wide spectrum including knowledge of the subject, communications and relationships with pupils and other members of staff, initiative, timekeeping, commitment, persistence, conduct and the like.

The Reporting Officer is normally asked to make an assessment on a grade 1-7 or within a range A-E.

(3) **What methods should be devised to complete it?**

The report is normally submitted annually to the Ministry of Education. However there is no reason why a system of continuous assessment should not be used in compiling it.

The report on unpromoted teachers can be completed by the headteacher or, in secondary schools, by the head of department.

It must be emphasised that if appraisal reports are not seen by teachers to have any real purpose, for example staff development, promotion, etc. the system falls into disrepute. Completion of the annual appraisal reports then becomes an automatic but meaningless exercise in the eyes of all.

It is suggested, therefore, that an appraisal exercise should have three principal objectives:

(1) to assess the degree of success achieved by staff individually and collectively

(2) to plan a staff development programme to correct and improve efficiency

(3) to assist in identifying candidates for promotion.

Let it be noted, however, that appraisal is not necessarily related to a school inspection, the aim of which is to establish the overall standards of the work being carried out by the school as a whole.

Appraisal Reports

Reports taken at infrequent intervals may help to assess the situation at a point in time. Reports taken on staff at regular intervals, however, allow individual performances to be examined and changes noted. This, of course, means comparing present and recent reports and to do this with accuracy calls for reports based on nationally accepted criteria.

The range of information which could be covered in an appraisal report is vast but the essential items observed would include:

- knowledge and understanding of subject matter
- ability to impart this
- classroom organisation (including discipline)
- relationship with pupils, parents and staff
- punctuality
- extra-curricular activities
- other contributions to the life of the school
- leadership qualities
- promotion potential.

An extract from the 'Staff Performance Appraisal Report' used throughout the civil service in Swaziland is shown on page 59. In

addition to the aspects shown, other questions in the form cover service history, qualifications and training record, an overall assessment of performance, suggestions for training and, finally, potential for further advancement.

Some of these factors are objective in nature, others are much more subjective. As a result appraisal is a complex matter and adequate criteria for making sound judgements are necessary. To assist heads of departments and headteachers to make such judgements, guidelines are essential and these should be drawn-up in consultation with able headteachers, inspectors and college of education staff.

Preparation of Reports

Certain principles can be listed which may assist in introducing an effective appraisal system. For example:

- the range of activities to be reported upon should involve only items where reasonable assessments can be made

- appraisal of teaching ability demands classroom observation on a regular and systematic basis with continuous feedback to the teacher on the strengths and weaknesses observed

- the roles to be played by those involved must be clearly stated

- the criteria used should be made known to teachers

- appraisal can only be effective where there is a good leadership and mutual trust between the headteacher and the staff

- teacher acceptance of the appraisal scheme must be cultivated.

  Appraisal demands skill and sensitivity and consequently the training of headteachers and others involved in the techniques used is important.

Reports on unpromoted staff can be drafted by heads of departments and discussed with the headteacher before being finalised. Reports on heads of departments can be prepared by the headteacher and discussed with inspectors before being submitted. Reports on headteachers are more difficult to prepare and this duty may fall on inspectors and directors of education.

There is no purpose in having appraisal reports countersigned by senior officers taking no part in the exercise.

The reports should normally be filed in the school office with copies being sent to the regional education officer, the officer responsible for in-service training and the Teaching Service Commission.

Where the teachers are allowed to see their appraisal report, an appeal system is necessary to allow the teacher the opportunity to have corrected any comment felt to be unjustified. In Botswana, for example, the head of department prepares the draft and discusses this with the teacher, after which the headteacher can hear any appeal before the final report is signed. In the case of a report on a head of department or headteacher, an inspector or member of the directorate may have to hear the appeal.

EXTRACT FROM APPRAISAL FORM (SWAZILAND)

Aspects	Rating 'A'	A	B	C	D	E	F	Rating 'F'	Comments
Knowledge of the job	Has thorough knowledge of all aspects of the job							Lacks basic knowledge of the job	
Judgement	Consistently sound in evaluating proposals and making decisions							Judgement seldom sound	
Management of Staff*	Organises and inspires staff to give of their best							Unable to obtain acceptable output from supporting staff	
Acceptance of Responsibility	Seeks and readily accepts responsibility at all times							Reluctant to carry full responsibility of post; passes it on whenever possible	
Initiative	Readily perceives what needs to be done and gets on with it in a practical manner; willing to devise & test new and constructive ideas							Needs constant direction or supervision; problems take him by surprise; few if any ideas for improvement	
Communication (i) on paper (ii) orally	Always cogent, clear and well set out; understands the need to know Points put across convincingly and concisely							Clumsy, obscure and incomplete; Negative, Ineffective	
Numeric Ability*	Handles and interprets figures with ease, accuracy and understanding							Has great difficulty with figures	
Drive and Determination	Complete application to job; will see job through to the end and overcome all difficulties on the way							Little or no energy or real interest; put off by setbacks or opposition.	
Relations with Other People (i) with colleagues (ii) with the public	Sensitive to the feelings of other people; tactful and understanding of personal problems: commands respect							Intolerant of others ignores or is insensitive to the feelings of others	
Professional or Technical Knowledge	Excellent grasp of up-to-date knowledge: Very competent in application of knowledge and skills							Displays serious gaps in knowledge: cannot apply knowledge and skills to good practical effect	
General Conduct	Friendly, co-operative, tactful and understanding							Generally unco-opera tive and insensitive of the feelings of others	
Overall Assessment	Outstanding worker; thoroughly reliable in performance							Performance consistently below standard required	

* where applicable

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The arguments for 'open reporting' are based on the fact that unless teachers are fully aware of any deficiencies in their performance they cannot take the necessary steps to correct these. On the other hand, some headteachers and others believe that, if harmony and good relations are to exist in schools, reports containing accurate assessments of performance must be submitted to the Ministry of Education on a confidential basis. Which of these approaches is preferred in any particular system will depend on the relative weights given to the objectives underpinning the appraisal exercise (see p.57).

Introducing an Appraisal Scheme

The operation of an appraisal scheme within a school where it is not working successfully should be improved in stages rather than by a single revision of the whole system.

Starting with the headteacher and staff jointly carrying out an evaluation of present school practices, new aims and objectives for the school can be set. Out of this can grow a practice of annual assessment of success together with an identification of weaknesses in the curriculum and practices of the school as a whole. This leads naturally to an assessment of the functions of teachers and appraisal of performance. Provided this is followed by an in-school staff development programme to afford individuals the opportunity to overcome the weaknesses identified, an effective appraisal system can be developed.

Filing of Reports

Appraisal reports on teachers are normally treated in Ministry of Education offices as confidential documents; hence they must have restricted circulation. This holds equally at school level as it does for T.S.C. or Ministry offices. Consideration should be given to holding only the last few reports with all older ones being destroyed. Teachers may then have more confidence in the system, knowing that any deficiencies early in their career will not be held against them at a later date.

Conclusion

In general, an appraisal is only valid if it is based on well chosen criteria; is based on a system of continuous assessment; is credible to all involved; has consistency in application; has the support and endorsement of all taking part; has perceived benefits to the system and has follow-up staff development as an integral part.

CHAPTER 12

STAFF DEVELOPMENT

While staff appraisal identifies strengths and weaknesses of individuals, staff development programmes should be designed to draw on the strengths of individuals to help others, and also be directed at overcoming weaknesses, either individually or collectively, and preparing teachers for new tasks and wider responsibilities. It is, therefore, essential that there should be close co-operation at all levels between the different departments of the Ministry of Education, regional and district offices and headteachers, in designing staff development programmes to suit needs identified through appraisal and school inspection visits.

While different professions and different countries will have their own definitions of staff development, they will all have similar basic philosophies. In the teaching profession, staff development could be defined as:

> "the planned process whereby the effectiveness of staff, collectively and individually, is enhanced in response to new knowledge, new ideas and changing circumstances in order to improve, directly or indirectly, the quality of pupils' education".

Whatever the definition used, there are certain common elements in any staff development programme. These are:

(1) planned and structured learning experiences designed to make the fullest use of the abilities and potential of staff for present and future needs of the education service

(2) activities to increase job satisfaction and commitment

(3) the use of processes to monitor the implementation and effectiveness of the learning experiences.

Staff development is, therefore, concerned with knowledge, skills and attitudes. A staff development programme must cover all three components. While knowledge can be imparted by means of well established methods such as in-service courses, correspondence courses and new methods of distance learning, skills and attitudes are best cultivated through 'on-the-job' approaches. 'Management Style' is an essential element of this process and all promoted staff, whether in schools or offices, should be continually aware of their personal role in the staff development process.

> It cannot be stressed too often that staff development is achieved in a number of ways, but also by observation, by discussion, by team teaching in schools and by group activities in offices and through social interaction with teachers and others in the service of the Ministry of Education.

Headteachers and other promoted staff have a tremendous power to influence behaviour even in the briefest exchanges with staff, especially where such an exchange involves the manager giving feedback or knowledge of results. The way this is done can have great effect on future motivation of the member of staff, positively or negatively.

Who, then, in schools are covered by staff development?

- **teachers** individually, irrespective of grade, whenever they are involved in improving their personal or professional skills
- **subject departments** as a group of teachers working together to develop the curriculum, both in content and methodology
- **the school** as a corporate body setting aims for itself and monitoring its success
- **the education system** as an entity, in relation to national education policies.

At office level senior administrators should also be aware of the requirement for a comprehensive staff development programme for office staff at all levels. In an office context individual staff development activities must relate to the job description of each employee and its place in the overall operation; must take account of the way information flows in and out of that office; must recognise the line management structure in operation. To support staff development programmes there should be flexible job descriptions as well as checklists for procedures to be used both for routine work and for emergencies. As with teachers, opportunities for discussion on office procedures and possible improvements to the system should be arranged at regular intervals (see Chapter 2).

One of the main frustrations of arranging staff development is the difficulty of finding time for it in the day-to-day flurry of activities in school or office. Longer-term qualification-based training is easier to manage because the loss of the person for a lengthy period of time is acknowledged with a replacement often being found.

Training courses, if well designed, can be a powerful learning medium, but they demand, in addition to release of those involved, time, space, resources and training staff to organise and conduct the course. Due to budgetary and organisational limitations, they may have limited effect on the system as a whole.

Assistance from teachers' professional associations should be sought in mounting courses or in stimulating the interest of their members. There is no doubt that where practising teachers are involved in conducting a staff development programme other teachers normally react favourably to the course.

However, a comprehensive staff development programme will place more emphasis on the 'on-the-job' component than the 'off-the job' one. Hence, while in-service training is important, greater motivation can be effected by good leadership and self-help developments which are designed by the staff and take place within the school of office.

Various examples of a range of activities which can be regarded as staff development are shown below:

Ideas for Different Forms of Staff Development Activities
(not in any hierarchical order)

Guidance, person to person,
by a line manager or specialist

Deputising for a superior

Distance learning

Preparation of a paper for a departmental meeting

Attendance at a meeting

Visits to other departments/outside organisations

Attachment to another department
to broaden understanding/acquire new skills

Guided reading/media presentations

Departmental memoranda/newsletters

Attendance at courses/seminars

In addition, within the school situation, staff development can take various forms:

- membership of working parties established to develop the curriculum, produce resource material, etc.
- participation in a consultative process on a draft policy statement
- taking part in scheduled department meetings
- participating in team teaching
- being a member of a group responsible for allocating supplies or having responsibility for the use of school resource materials
- participation in 'on-the-job' in-service training courses, e.g. curriculum innovation or up-grading courses for poorly qualified teachers.

'Off-the-job' staff development, other than in-service training, can include membership of a national/regional/local working party concerned with examinations, curriculum development or innovation. Attendance at a meeting conducted by inspectors or an officer of the Ministry of Education would also be a form of staff development, even although the purpose of the meeting was specifically on some other issue.

There are certain key factors for success in any staff development programme. These include:

- persuading teachers that each form of staff development is meaningful
- setting aims and objectives in advance, making provision for monitoring success and planning for follow-up activities
- making the programme accessible to all staff
- providing adequate resources to support the programme
- pacing the rate of development to ensure that staff can cope with the changes which affect them personally
- developing co-ordination mechanisms at headquarters and T.S.C. offices as well as at local and school level.

Finally, staff development will only be successful in an organisation if management recognises, without reservation, its importance and staff fully appreciate that such development has a high management priority.

CHAPTER 13

MANAGEMENT ISSUES RELATING TO WOMEN TEACHERS

The number of women in employment as teachers has greatly increased in recent years and in some countries there are now more female teachers than male teachers in school, particularly primary schools. Unfortunately the relative proportion of women to men in promoted posts has not altered to anything like that for unpromoted staff and consequently one must examine the management policies which exist to see if they inhibit equal opportunities for both sexes.

Traditions, particularly in rural areas, where school places have been in short supply, may have underlaid the tendency to believe that education was more important for boys than for girls; this perhaps was reinforced by the curriculum in use at the time with the lack of appropriate courses leading to career opportunities considered suitable for girls. Historically, too, the home and the care of the family was perceived as a woman's major responsibility, a career in paid employment being seen as of secondary importance in her case.

The position is now changing in most countries and the education service must be seen as a major force in this field. The period of schooling is the time when the foundations for many later inequalities are laid. Furthermore, as the only major publicly-provided personal service with which most citizens come into substantial contact during their formative years, schools have a clear responsibility to promote equal opportunities for boys and girls and for teachers of both sexes and to show themselves as an example of equality in operation.

For example the curriculum can be a powerful influence in forming attitudes to roles appropriate for men and women. One example of reinforcing traditional role perceptions is the decision to provide technical subjects (metalwork, woodwork, technical drawing, etc.) for boys and home economics for girls in the first year of secondary school. At a basic level this can inhibit girls from considering engineering as a career and boys from catering. Where suitable facilities for such courses exist it is possible to offer boys and girls alike both technical subjects and home economics in their first year of secondary education and to allow a free choice in subsequent years.

Vocational and career guidance, particularly during the formative years in school, can assist both boys and girls to select the most appropriate curriculum to match their aspirations. In addition, if some form of personal guidance is available, problems relating to personal relationships can be handled sensitively and parents involved at an early stage should this prove advisable.

In the same way, the choice of extra-curricular activities should be carefully considered and not be necessarily restrictive. The timing of such activities should be so arranged as to ensure that women teachers on the staff can participate fully, for this may be a precondition for parents to encourage their daughters to take part.

As in all employment, situations can arise in schools and offices where female staff in particular can be sexually harassed by someone in a more senior position. A grievance system allows the teacher or member of office staff to raise a complaint in a structured way ensuring that the complaint will not be quietly forgotten.

Personnel policies relating to women teachers must both be sensitive to traditional values and be so framed as to assist women to play their full part in the education service. Policies in the following areas of management must therefore be examined critically to ensure that no direct or indirect impediment exists which militates against women being able to offer their full potential as teachers. Equally, the policies adopted must not disrupt the education of pupils in schools.

Recruitment, Selection, Posting and Promotion

- teachers must be seen as a worthwhile career for both sexes

- personnel officers used at selection and members of selection boards should include staff of both sexes

- equal opportunity for employment must be given to both new teachers and to 'returners' to the profession

- written guidelines should be available on short-listing and interviewing. This would include advice on avoiding questions on family commitments and potential family problems

- guidelines should be provided for headteachers as to how to avoid sex bias when completing appraisal reports.

Posting

- while potential for transfer is a factor in filling a post, this must be reconciled with equal opportunity. Policies must exist to take account of the effect on the employment of the spouse

- once names of all candidates available are identified, the appointment must be made on fixed criteria.

Transfer

- policies must exist to handle cases where

  (a) a woman teacher asks for a transfer to accompany her husband to a new job at a distance and vice versa

  (b) the Ministry of Education promotes a teacher to a post at a distance and this has a major effect on employment of spouse.

Staff Development

- courses should be timed and located to minimise inconvenience to staff with family responsibilities

- women teachers should be encouraged to participate in courses relating to management and administration to prepare them for promotion

- up-dating and refresher courses should be arranged for teachers returning to the profession after a break in service.

Housing and Other Benefits

- women should have the same right as men in the provision of housing, car loans and other benefits

- policies must be formulated to assist divorced teachers find suitable housing and thereby avoid harassment from former spouses.

Maternity and Other Leave

- leave, without loss of status, should be available at time of birth

- arrangements should be made to cover classes of teachers on maternity and other leave (for example, taking care of family with major illness)

- the provision of creches, day nurseries, etc. can assist young mothers to resume their teaching career at an early date.

Retirement

- common retirement criteria (including age of retirement) should be the policy for both men and women teachers

- a unified pension scheme should be available for both sexes.

It is also essential that all circulars to schools and other types of communication are written in terms which apply equally to both sexes. Before any new document is issued it should be scrutinised to ensure that there is no hidden bias towards one sex.

It is suggested that separate records be maintained for male and female teachers so that the position can be monitored and questions raised by agencies with a role in equal opportunity issues can be answered.

Staff should be advised of the national policy on equal opportunities and any specific regulations issued by the Ministry of Education on the subject. This will also include the procedures to be adopted for submission of complaints and the rules for dealing with prima facie cases.

There may be a case for establishing a review group within the Ministry of Education whose purpose would be to research the nature and scope of the problems relating to the employment of women teachers and leading eventually to the revision of Teaching Service Regulations on equal opportunity principles.

CHAPTER 14

DISCIPLINARY PROCEDURES

Teachers, through their initial training, should be made aware of the standards expected of them. This can be reinforced by reference to a Code of Conduct which may be issued at the time of their first appointment (see Chapter 3), indicating that any breach of this code, following their appointment as teachers, may lead to disciplinary action. In the same way where the actual conditions of service (which form the contract under which a teacher works) are broken the Secretary of the T.S.C., the Permanent Secretary at the Ministry of Education or a delegated officer has the right to regard this as a disciplinary offence.

To ensure that all teachers are aware of this and of the procedures which can follow when an alleged offence occurs a published disciplinary scheme should be available.

The aims of the such procedures should include:

- the promotion of fairness and order in the treatment of individuals
- the provision of advice to teachers on the standards of performance and conduct expected of them
- the opportunity for incompetent or disaffected teachers to improve their performance.

Whatever Disciplinary Code is evolved it is essential that it be published and made available to teachers in all schools.

A disciplinary scheme should include the following elements:

(1) clear statements of the various types of disciplinary matters covered and guidance on the standards expected of teachers

(2) an outline of the possible actions which can be taken when breaches of discipline have been established

(3) a statement indicating the levels of management who have the authority to conduct disciplinary hearings and to take action

(4) an assurance that disciplinary procedures will not be formally initiated until the matter has been fully investigated

(5) before the start of a disciplinary hearing the teacher should be advised clearly and unambiguously of the complaint(s) being investigated. The teacher must be given the right to respond to the charges made and to be accompanied at the hearing by a friend

(6) witnesses should be able to be questioned by both the person conducting the hearing and the teacher

(7) after the witnesses have been heard and the teacher has responded to the charges a decision should be made

(8) the charge, the decision and the disciplinary action to be taken should be recorded in the teacher's record. At this stage the teacher should be informed in writing of the disciplinary action being taken including the grounds for the action

(9) a right of appeal, the procedures for which must be specified (including a time limit within which an appeal must be lodged) should be part of the procedures. The teacher must be advised of this right of appeal.

In most situations disciplinary cases build up over a period of time. As soon as a headteacher becomes aware of a potential case, each event giving rise to concern should be logged. The information recorded should include the date, the event, names of witnesses present and details of subsequent discussion with the teacher. The entry in the log should be witnessed by a senior colleague and the teacher may also be asked to sign the log opposite the entry.

Where the incident is of a minor nature an oral warning may be given and recorded as such. Where no further incidents arise in the following 12 months the warning may then be expunged from the teacher's record.

More serious cases may merit a written warning. Where further incidents arise and the situation deteriorates over a period of time the matter should be referred by the headteacher to a senior officer who, after investigation, may decide that a 'Final Warning' is necessary. All this should be recorded in the teacher's record.

In certain cases the matter may be of such a serious nature that it must be referred immediately by the headteacher to the Regional Education Officer. The headteacher, because of the nature of the offence, may suspend the teacher from duty while further investigation is made. Again there must be a full written report describing the event and including names of all those who can assist the enquiry. In such cases any records of previous incidents will assist the investigating officer, particularly where these have been properly recorded and witnessed.

Disciplinary problems may arise as a result of alcohol abuse. For example, a young teacher posted to a remote area may find himself isolated and lonely. This may lead to drinking with the consequent deterioration in classroom performance and teaching standards. Rather than automatically regarding this as a disciplinary issue it

is possible to approach such a situation as a health problem and to provide the teacher with guidance and counselling to assist him overcome the 'illness'. Sick leave could be granted provided the teacher undertakes a course of treatment, with the disciplinary action being held in abeyance to see if significant progress can be made.

In addition, the Ministry of Education can promote programmes to alert teachers to the risks of excessive drinking and encourage local communities to assist in taking steps to reduce alcohol consumption in their areas. The cost to the nation of training a teacher is so considerable that positive steps are necessary to prevent unnecessary wastage of scarce and expensive manpower.

When confronting a teacher facing a disciplinary charge arising from alcohol abuse the headteacher should take a firm stance, remembering that the teacher is, at first, unlikely to concede that he has a problem. The teacher should be presented with the documented facts of the case, his work performance (rather than the alcohol related problems) should be reviewed and the teacher advised of any help which can be made available. Such an approach cannot guarantee a 100% success; it may assist the teacher to deal with the problem himself and encourage him to take steps to return to full health.

SECTION D

PLANNING ASPECTS OF TEACHER MANAGEMENT

This final section of the resource book deals with two areas which have important implications for the education service, namely, the way in which the staffing standards of secondary schools may be determined (Chapter 15) and the methods used to ensure that teachers are trained in the right numbers and appropriate subjects to fill vacancies arising in future years (Chapter 16).

As will be seen the staffing standard provided depends on a number of educational factors and, equally important, on the level of finance which can be made available by government to support it. Should any one of these factors be changed the staffing level will require to be altered. It is therefore important that all who work in the educational administration field should be aware of the possible implications of their decisions when they propose such diverse actions as changing the curriculum or altering the examination syllabus, modifying the school week for pupils and/or teachers, increasing correction time for teachers and so on.

In the same way manpower planning calculations will be affected not only by changes in staffing standards but also by other factors such as retirement policies, study leave, population growth, additional school places and the like. Once again educational administrators must be aware of the possible consequences of their actions and this final chapter, like the previous one, highlights these issues.

It should be stressed that it is not the intention to suggest that all administrators working in the educational sector should know the detailed processes employed by planners and school organisation specialists. Nonetheless, without some background knowledge of these specialist fields, decisions on a number of seemingly unrelated matters can have a profound effect on the education service and its budget.

CHAPTER 15

DEVELOPING A STAFF ESTABLISHMENT FORMULA FOR SECONDARY SCHOOLS

The traditional approach to setting staffing levels for schools of various sizes and structures is the use of a fixed Pupil:Teacher Ratio (PTR) or, alternatively providing a set number of teachers per register class.

Both these approaches are easily applied, readily costed and simply monitored. Consequently, to educational administrators, treasury officials and planners they are very acceptable methods of setting staffing standards. Moreover, when national education systems were relatively small and the curriculum was relatively unsophisticated, it was possible to consider exceptional cases on an individual basis. However, as the education system becomes more complex in size and structure and the curriculum more diversified a PTR or Teacher/Class ratio becomes more inappropriate.

For example,

- 1.5 teachers/class assumes that all teachers (including the headteacher) will spend two-thirds of the working week teaching a full class leaving one-third for correction and preparation. As schools grow in size additional time must be found for promoted staff to handle essential administration relating to their department and to the school as a whole. Either the teaching time of some teachers must be increased or additional staff must be appointed. In the former situation it is difficult to have a consistent view of the appropriate workload for teachers; in the latter case the 1.5 ratio must be modified in some way

- in the lower stages of the secondary school there is little diversification of the curriculum with the result that classes can be filled to capacity. As the school curriculum develops to meet the demands of an increasingly industrial and technological society, the degree of choice in the curriculum increases in the middle and upper stages of secondary education. Class sizes must fall if choice is to be meaningful thereby increasing the demand for teachers

- for the same social reasons the incidence of practical classes (which normally have smaller maximum teaching group sizes) is increasing which, in turn, makes greater demands for teachers in schools which can offer these subjects

- as the curriculum is modernised more and more staff development occurs. This makes greater demands for the release of teachers to take part in workshops, resource development, and curriculum innovation. As classes cannot be left unattended on a regular basis some time must be built into the school timetable to ensure that cover can be provided by the headteacher when members of staff are away for short periods.

For these reasons the traditional approaches to staffing allocations are becoming more and more inappropriate. While in some countries headteachers are invited to bid for additional teachers above the basic teacher/class ratio to overcome these factors this is not an ideal solution for a number of reasons. For example, some headteachers are better advocates than others; it is easier to respond to requests from a headteacher whose school is located in a town than one in a rural area; it is difficult to set objective limits to the staffing budget where teacher numbers are determined on a 'ad hoc' basis.

An alternative approach is to provide a staff establishment, planned within a national economic framework and a predetermined budget, which enables the school to have sufficient teachers, appropriately qualified, to teach a reasonable range of the subjects recommended in the national curriculum. This will take account of:

(1) the size of the school and the number of classes at each stage

(2) the need for every class to have a teacher for every period of the week

(3) the requirement that teachers have adequate time for preparation and correction

(4) the need to ensure that, in setting the average teaching time expected of teachers, an allowance is made for covering the classes of colleagues on short-term absence

(5) the policy adopted by the Ministry of Education on replacing teachers on study and maternity leave.

The timetable devised for a school should provide a balanced curriculum based on national curricular guidelines. In addition, the timetable should ensure that, wherever possible, a class should have the same teacher for a subject for the whole of the school session. As a result, these constraints imply that some teachers will have a marginally greater timetabled teaching load than others. It is, therefore, important that headteachers are encouraged and trained to use their staff to full advantage. To ensure effective deployment of all teachers on the staff, a minimum teaching load for any teacher is often prescribed by the Ministry of Education.

It is, therefore, desirable to have national norms for teaching time. For example:

School Week = 30 hours (5 days of 6 hours/day)

Average class contact time/teacher = 24 hours (80% of week)

Minimum class contact time/teacher = 20 hours (67% of week)

Note: To permit schools to experiment with different lengths of teaching periods to suit local needs, all teaching and subject time should be expressed in hours rather than periods.

Minority subjects (subjects which are taught for a limited number of periods each week and usually only to a small proportion of pupils) cannot always generate a total load to justify a full-time member of staff. In these subjects the total teacher requirement in a school may only be for 30% - 40% of a teacher's weekly load, which makes the economics of staffing this subject with a full-time appointment too expensive. In towns a part-time or peripatetic appointment may solve this problem. The alternative is to timetable the teacher to teach a second subject in which he/she is qualified, where possible to the junior classes in the school - a proposal not always popular with teachers and inspectors. In Botswana every teacher trained for junior secondary education is qualified in two subjects.

While there are good organisational and economic arguments for having some teachers working in more than one subject department, teachers can find it difficult following curricular guidelines supplied by two heads of department who may have differing educational philosophies. In smaller schools this problem can be overcome by grouping departments into faculties thereby having one immediate superior rather than two for teachers qualified in cognate subjects.

In developing any formula for staffing a secondary school a number of key elements must be specified. The principal ones are:

- national curricular guidelines
- the minimum length of the school week expressed in hours
- the average teaching time teachers are expected to teach each week, preferably expressed in hours and not periods. (This average 'load' for a teacher would include a small allowance of time to cover the classes which would otherwise be unstaffed during the casual absence of colleagues.)
- the minimum teaching time expected of all full-time teachers

- an allowance for any compulsory extra-curricular duties demanded of teachers

- a separate allowance for the additional administrative duties expected of promoted staff.

National curricular guidelines usually provide for a wide range of subject choice at certain stages of the secondary school. It is uneconomic in terms of staffing resources to allow schools, particularly small schools, to offer all the options in any set because class sizes cannot be maintained at reasonable levels in each optional subject. One way of controlling the staffing implications of curricular choice is to provide only sufficient teachers to cover a limited number of teaching groups in excess of what would be required if no choice existed, e.g. in that part of the curriculum where choice exists to provide teachers to cover 3 teaching groups where 2 would normally suffice.

> If the normal register class size is 40 pupils, then in a school with 80 pupils at the same stage, the normal number of teaching groups formed for most subjects would be two.
>
> Where these two teaching groups are offered a choice of subjects in an option block, then for that part of the week when optional subjects are being taught, three different subjects could be offered making up to 120 places available for the 80 pupils. In effect, this means 1.5 places per pupil and an average size of teaching group of 26/27 pupils in the option block subjects.
>
> As schools grow in size this ratio might be reduced gradually to 1.33 places/pupil in a school with three streams at any stage and as low as 1.25 places/pupil in a large school.

One consequence of this is that smaller schools will have a lower pupil:teacher ratio (or a higher number of teachers/class) than larger schools, this being caused by the incidence of proportionately smaller teaching groups where the curriculum is diversified.

Before introducing a formula for staff allocation on this basis, headteachers must be trained to estimate their school roll (or number of register classes at each stage) for the coming year with some accuracy, to calculate their staff entitlement in accordance with the tables, to prepare a curriculum analysis and match this to staff availability, and then devise a timetable for staff and pupils. Without these essential steps the curriculum taught can vary greatly from the national guidelines and the timetable used can be very much a 'hit or miss' affair with some teachers overloaded with teaching commitments while others are used economically.

Views are often expressed by teachers that teachers in one subject discipline should have more time for preparation and correction than those in another. There are as many arguments for this as there are

against it. Considerably more time is necessary in practical subjects for the preparation of materials than in the more 'academic' subjects; on the other hand correction in the latter group can be far more demanding. The formula proposed in this resource book does not attempt to differentiate between subject groups, on the grounds that no study has yet been able to establish a rationale for varying allowances. However, the method adopted provides headteachers with some flexibility to make small additional allowances in non-class contact time to meet local circumstances.

If the operation of a staffing formula is to prove successful over the years it is important that all departments in the Ministry of Education are aware of the principles on which the formula is based. For example, if any change in the school week is proposed either for pupils or staff, or if a proposal is made which will increase the non-teaching time of teachers, the formula has to be recalculated. Similarly, the allowances built into the formula for cover of absent teachers will place constraints on the number of teachers who may be called away at any one time for in-service training and meetings. It is essential to have joint planning on any proposal which affects the norms on which the formula is based.

The Technical Notes which follow show the method used to calculate a staffing establishment using the criteria described above.

TECHNICAL NOTES

The Method used to Calculate Staffing Establishments for Secondary Schools

The staffing requirement for a secondary school can be calculated accurately provided conscious decisions are taken about the various factors which have an effect on the calculation. The major factors are:

- the curriculum to be taught
- the size of the school and the number of register classes (streams) at each grade
- the extent of the limitations to be placed on the number of subjects which can be offered by a school in that part of the curriculum where subject choice exists
- any limitations imposed on the size of teaching groups, particularly in the practical subjects
- the length of the school week for pupils and for teachers
- the average time teachers are expected to have class contact in the week. In determining this figure, account must be taken of the time necessary for correction and preparation and for covering the classes of colleagues on short-term absence
- time for promoted staff to carry out their administrative duties
- the policy adopted by the Ministry of Education on replacement of teachers on study and maternity leave.

In addition, one must assess the cost implications of the staffing levels produced by the input criteria listed above. At the end of the day, the criteria may have to be less generous than might be desirable in purely educational terms so that the teacher staffing costs generated by the formula can be met within the available budget.

Derivation of the Formula

In developing a formula to calculate the number of teachers required to teach each subject in a secondary school, consideration must be given to the organisational patterns used in timetabling and the way in which teachers are normally deployed. For example:

If a school consisted of one class and the teacher was expected to be with this class for all of the school week, the staffing requirement for the school would be 1 teacher.

Suppose the teacher was expected to be in front of the class for three-quarters of the week (75% of the week), the staffing requirement would be:

$$\frac{1}{3/4} = 1.33 \text{ teachers}$$

or $$\frac{1}{75\%} = 1.33 \text{ teachers}$$

If there were more than one class and if all teachers taught 75% of the week, then the staffing requirement for the whole school would be:

for 2 classes, 2 x 1.33 teachers = 2.66 teachers

3 classes, 3 x 1.33 teachers = 4.00, and so on.

In general terms

$$\text{Teachers required (T)} = \frac{\text{Number of classes (N)}}{\text{\% week teacher teaches (E)}}$$

For example the number of teachers required for a 5 class school with each teacher teaching for 75% of the school week would be calculated thus:

$$T = \frac{5}{75/100}$$

$$= \frac{5 \times 100}{75}$$

$$= 6.6 \text{ teachers}$$

In a secondary school a wide range of subjects must be taught, each occupying a certain proportion or percentage of the school week. For example if Mathematics is taught for 6 periods out of a 30 period week, it is taught for 6/30 or 1/5 or 20% of the week.

Hence, in this hypothetical school if 5 classes are being taught Mathematics, and each teacher teaches 75% of the week, the demand for Mathematics teachers would be 20% of the 6.6 found to be required for the school as a whole.

$$= \frac{20}{100} \times 6.66$$

$$= 1.32 \text{ teachers}$$

Again, in a school with 6 classes, with each teacher teaching this time, say, 60% of the week, and History being taught for 3 periods out of 30 (or 10% of week), the number of History teachers required would be

$$= \frac{6}{60/100} \times 10/100$$

$$= 1 \text{ teacher.}$$

In general terms the formula becomes

$$T = \frac{\text{Number of Classes (N)}}{\text{\% week teacher teaches (E)}} \times \text{\% week subject taught (C)}$$

$$\text{i.e. } T = \frac{N}{E} \times C$$

Notes:

(1) T (number of teachers required)

No allowance has been made at this stage for the additional time necessary for promoted staff to carry out their administrative duties. This is built in later in a separate table. Consequently this formula is used to find the minimum number of teachers required to teach the recommended curriculum and includes the headteacher and other promoted staff.

(2) N (number of register classes in each form or grade)

As the curriculum usually varies from form to form, separate calculations must be made for each form, and the individual totals summed to give the total for the school.

Where practical classes are half-sized there will be twice as many teaching groups required for the same number of pupils, and, consequently, for these subjects, double the notional number of teachers. To take account of this, it becomes necessary to calculate the number of teachers required subject by subject.

(3) C (% of week allocated to each subject)

From the national curriculum guidelines the percentage time for each subject can be calculated. For example,

If English has six 40 minute periods out of a 45 period week, then

C for English is 6/45 x 100

= 13.3% and so on.

Different schools have different structures for the school week - some may have a 60 period week, others 45 or 30 periods. As the overall time allocation to each subject should be constant, by using percentages it is easy to compare the time allocated to different subjects within a school to that prescribed in the national curriculum guidelines.

(4) E (% of week an unpromoted teacher is expected to teach)

The average time an unpromoted teacher is expected to teach can be expressed in different ways. Where all schools in the country are using the same period structure (i.e. the same number of periods each week and each period being of the same length in all schools), the average teaching time could be fixed at, say, 32 periods out of a 45 period week, or 71% of the week. However, as many schools vary the number of periods and/or their length, it is better to define the average teaching time in hours. In this case 71% of a 30 hour week would be 21 hours 20 mins.

In some Southern African countries this figure can be 80% in junior secondary schools; in others it can be as low as 66% in the upper secondary departments.

If, say, the average teaching time expected of teachers is 71% of the week some teachers will be asked to teach more than this, perhaps up to 78 - 80%; others will teach less. To ensure effective use is made in the timetable of all staff a minimum teaching time expected of any teacher should be specified.

Diversification of the Curriculum

When the formula is applied to a diversified curriculum, some limitation must be placed on the number of classes which can be formed for each subject in an option block.

For example, in say Form 2, the national curricular guidelines might recommend that one subject should be chosen from the following option block:

Agriculture
Geography
History

If a school has 4 classes in Form 2 (i.e. 160 pupils approx.), then the various class arrangements possible would be:

Agriculture	2	or	1	or	1	teaching groups
Geography	1		2		1	teaching groups
History	1		1		2	teaching groups

It is, however, most unlikely that when all the pupils have made their choice of subject from this group, there will be exactly the right number of pupils for each subject to form one of the above combinations. While it is possible to redirect some pupils to other subjects, this destroys the aims behind a diversified curriculum. It is, therefore, advisable to introduce some spare capacity into the class arrangement to allow the great majority of pupils to be given the subject of their choice.

On the other hand some limitation must be placed on the number of extra teaching groups which can be formed, otherwise there could be large staffing requirements with severe budgetary implications.

> One way of achieving a balance between adequate choice and staffing demand is to provide headteachers with guidelines which reflect the allowance made in applying the formula. In small schools an allowance, in that part of the curriculum where choice exists, of 1.5 places/student would be sufficient to provide reasonable choice; in larger schools this could be reduced to 1.25 places/student.

Hence, returning to the option block considered above, in a school with 4 classes in Form 2,

Normal number of places = 4 x 40
= 160

If staff is supplied for the option block at the rate of, say, 1.25 places/pupil,

the number of places which can be staffed = 160 x 1.25
= 200 places
= 5 groups with up to 40 pupils in any teaching group

(In practice this would provide an average teaching group size of 32 pupils with any one group with a maximum of 40 pupils.)

In the example, a greater number of permutations can now be produced and a greater chance of finding one which can meet the majority of pupils' needs.

e.g.							
	Agriculture	2	1	2	1	3	1
	Geography	2	2	1	1	1	3
	History	1	2	2	3	1	1

Should Agriculture be recognised nationally as a practical subject with a limit of 20 students/teaching group, then twice as many groups of 20 pupils would be required for Agriculture to ensure that 200 places for this option group would be available. That is,

Agriculture	4	2	4	2	6	2
Geography	2	2	1	1	1	3
History	1	2	2	3	1	1

Table 5 (p.83) illustrates various teaching group arrangements which can be used by headteachers for different year group structures to provide reasonable choice within the staffing constraints suggested above.

TABLE 5. DETERMINATION OF NUMBER OF CLASSES TO BE FORMED WHERE CHOICE OF SUBJECTS IS AVAILABLE

Number of Streams	Approximate Number of Pupils	Places to be Provided Per Pupil	Approximate Number of Places to be Provided	Number of Teaching Groups to be Provided	
				Academic Only	Academic and Practical
1	40	1.50	60	2	1 + 1
2	80	1.50	120	3	2 + 2
3	120	1.33	160	4	3 + 2 2 + 4
4	160	1.30	208	5	4 + 2 3 + 4
5	200	1.25	250	6+	4 + 4/5 5 + 3
6	240	1.25	300	7/8	5 + 5 6 + 4
7	280	1.25	350	9	7 + 4 6 + 6 5 + 8

Time for Administrative Duties of Promoted Staff

While a standard non-teaching allowance for all teachers including headteachers and their deputies is built into the Basic Complement Tables, an additional teacher allowance can be allocated to provide the necessary time for promoted staff to carry out whatever administrative duties are part of their contract of employment, e.g. attendance at meetings, completion of returns, boarding school duties, timetabling preparation and so on.

This allowance can be related to the roll of the school, the number of classes at different stages and/or the type of school. Table 9 (p.90) illustrates one way in which this allowance can be calculated.

The Application

This method was applied in an exercise designed to assist senior officials in the Ministry of Education in Swaziland to find acceptable secondary school staffing standards based on their national curriculum guidelines, the recommended length of the school week for secondary schools and the expected class contact time for secondary school teachers.

The tables at the end of this chapter illustrate a draft approach which was provided as part of this exercise. It should be stressed that following further consultation amendments will be made to this draft before it is put into practice. The tables are supplied merely to illustrate the way in which a curriculum-based staffing formula is developed.

Table 6 (p.87) shows the results of applying the formula to a Form 1 curriculum which has no option choices and half-sized classes in Technical Education and Home Economics.

Table 7 (p.88) relates to Forms 2 and 3 where there is a limited amount of diversification of the curriculum.

Table 8 (p.89) deals with a fully diversified curriculum in Forms 4 and 5.

Table 9 (p.90) shows the additional number of teachers required to allow promoted staff extra non-teaching time to cover their administrative duties.

Table 10 (p.91) provides two summary tables, the first summing the basic establishment and the second the additional administrative allowance from which the total staffing allocation for different types of schools can be found.

Using these 'Look-Up' tables the staffing allocation of a school with say four classes in Forms 1 and 2, three classes in Forms 3 and 4 and two classes in Form 5, a total of 16 classes, can be found.

Form	1	2	3	4	5	TOTAL
No. of Register Classes	4	4	3	3	2	16
Basic Staff	6.66	7.18	5.64	6.83	4.95	31.26
Admin. Allowance						1.73

Total Staff Allowance 32.99 teachers
= 33 teachers

(Rounding-up in calculations of this type occurs when the decimal figure is .3 or greater).

It should be noted that this example relates to a proposal to review the method by which staff are allocated to secondary schools in Swaziland. The allocation of staff to similar schools in other countries in the same region is not provided on the same scale for a number of reasons; e.g. in junior secondary schools in Botswana there is nc diversification of the curriculum; in Zambia teacher supply is more difficult and there is not the same availability in rural areas of specialised accommodation for smaller-sized practical classes; the class contact time for teachers is greater in many other countries and so on.

NOTE: The number of teachers required to teach a given curriculum to a year group of pupils depends on the factors listed earlier in this note.

For interest, a range of curricular and organisational patterns can be examined and the number of teachers (excluding administration allowance) each pattern generates, based on the Swaziland model, can be calculated. This allows the extent of the additional demand for teachers arising from a diversified curriculum and smaller teaching groups for practical subjects to be compared to that required to teach a standard curriculum with no subject choice and normal-sized classes.

The example is based on a 3 stream (120 pupils) year group. Options 1 and 2 relate to the normal Form 1 curriculum and organisation, Option 3 to Forms 2 and 3 and Option 4 to Forms 4 and 5.

Option	No. of Teachers required (3 streams)	No. of Teachers per class
(1) **Form 1** No subject choice No smaller classes for practical subjects	4.56	1.52
(2) **Form 1** No subject choice Maximum class size of 20 in Tech Subj/HE	5.00	1.67
(3) **Forms 2 & 3** Subject choice for 42% week (19 out of 45 p) Maximum class size of 20 in Tech/HE/Typing 25 in Science	6.83	2.27

The number of teachers required could be increased or decreased further in proportion to any change to the average class-contact time provided for non-promoted staff.

Other Points

It is expedient that headteachers, inspectors and advisers know the basis of the calculation for the following reasons:

(1) not only does the calculation show the total number of staff required to teach the recommended curriculum, but it can also be used to find the number of teachers of each subject discipline necessary to teach the curriculum

(2) the method allows a headteacher to assess how closely the curriculum and the time given to each subject in the school compares with the national curriculum guidelines

(3) the actual teaching commitment of individual teachers is clearly monitored and can be regulated as changes are made to the curriculum.

TABLE 6. DETERMINATION OF BASIC STAFFING LEVELS FOR THE PRESCRIBED CURRICULUM - FORM 1
(assuming average teaching load of a teacher to be 20 hrs/week or 30p/45p per week)

Subject	Normal Class Size	Periods Per Week	% of Week	Number of Teachers Required for Number of Streams						
				1	2	3	4	5	6	7
English	40	6.5	14.4	.22	.44	.66	.87	1.09	1.31	1.53
Mathematics	40	6.5	14.4	.22	.44	.66	.87	1.09	1.31	1.53
Siswati	40	5	11.1	.17	.34	.51	.67	.84	1.01	1.18
History) Geography)	40	5.5	12.2	.18	.37	.55	.74	.92	1.11	1.29
Science	40	5	11.1	.17	.34	.51	.67	.84	1.01	1.18
Agriculture	40	5	11.1	.17	.34	.51	.67	.84	1.01	1.18
Commerce	40	2	4.5	.07	.14	.20	.27	.34	.41	.48
Religious Knowledge	40	2	4.5	.07	.14	.20	.27	.34	.41	.48
Music/PE	40	3	6.7	.10	.20	.30	.41	.51	.61	.71
Technical Studies)	20	4.5	10.0	.15	.30	.45	.61	.76	.91	1.06
Home Economics)				.15	.30	.45	.61	.76	.91	1.06
		45.0	100.0	1.67	3.35	5.00	6.66	8.33	10.01	11.68

TABLE 7. DETERMINATION OF BASIC STAFFING LEVELS FOR THE PRESCRIBED CURRICULUM - FORMS 2 & 3
(assuming average teaching load of a teacher to be 20 hrs/week or 30p/45p per week)

Subject	Normal Class Size	Periods Per Week	% of Week	Classes Required Per Stream							No. of Teachers Required Per Stream						
				1	2	3	4	5	6	7	1	2	3	4	5	6	7
English	40	7	15.6	1	2	3	4	5	6	7	.24	.47	.71	.95	1.18	1.42	1.65
Mathematics	40	7	15.6	1	2	3	4	5	6	7	.24	.47	.71	.95	1.18	1.42	1.65
Siswati	40	6	13.3	1	2	3	4	5	6	7	.20	.40	.60	.81	1.01	1.21	1.41
Science	40	6	13.3	1	2	3	4	5	6	7	.20	.40	.60	.81	1.01	1.21	1.41
History	40			1	1	2	2	3	3	4	.20	.20	.40	.40	.60	.60	.81
or Geography	40	6	13.3	-	1	1	2	2	3	3	-	.20	.20	.40	.40	.60	.60
or Woodwork	20			1	2	2	2	3	3	4	.20	.40	.40	.40	.60	.60	.81
Geography	40			1	1	2	2	2	3	3	.20	.20	.40	.40	.40	.60	.60
or Agriculture	40	6	13.3	1	1	1	2	2	2	3	.20	.20	.20	.40	.40	.40	.60
or Commerce	40			-	1	1	1	2	2	3	-	.20	.20	.20	.40	.40	.60
Agriculture	40			-	1	1	2	2	2	3	-	.17	.17	.34	.34	.34	.50
or Tech Drawing	20			1	1	2	2	3	3	3	.17	.17	.34	.34	.50	.50	.50
or H.E.	20	5	11.1	1	1	2	2	2	3	3	.17	.17	.34	.34	.34	.50	.50
OR R.K.	40			1	1	1	1	2	3	3	.17	.17	.17	.17	.34	.50	.50
Add Maths	40																
or Music	40	2	4.5	1	2	3	4	5	6	7	.07	.14	.20	.27	.34	.41	.48
or Hobbies	40																
TOTALS		40	100.0								2.26	3.96	5.64	7.18	9.04	10.71	12.62

TABLE 8. DETERMINATION OF BASIC STAFFING LEVELS FOR THE PRESCRIBED CURRICULUM - FORMS 4 & 5
(assuming average teaching load of a teacher to be 20 hrs/week or 30/45p per week)

Subject	Normal Class Size	Periods Per Week	% of Week	Classes Required Per Stream					Number of Teachers Required Per Stream				
				1	2	3	4	5	1	2	3	4	5
English	40	6	13.3	1	2	3	4	5	.20	.40	.60	.81	1.01
Siswati	40	4	9.0	1	2	3	4	5	.14	.27	.41	.55	.68
Biology													
Human Biology	25	5	11.1	2	4	6	8	10	.34	.67	1.01	1.35	1.68
Maths	40			1	2	2	3	3	.24	.47	.47	.71	.71
or Cert. Maths)		7	15.6										
and R.K.)	40			1	1	2	2	3	.24	.24	.47	.47	.71
Geography	40			1	1	2	2	3	.20	.20	.40	.40	.60
or Accounts	40			-	1	1	1	2	-	.20	.20	.20	.40
or H.E. (F & N)	20	6	13.3	1	1	1	2	2	.20	.20	.20	.40	.40
or Woodwork)													
and Metalwork)	20			1	1	1	2	2	.20	.20	.20	.40	.40
Agriculture	40			1	1	1	1	2	.20	.20	.20	.20	.40
or Commerce	40			-	-	1	1	1	-	-	.20	.20	.20
or H.E. (N.W.)	20	6	13.3	-	1	1	2	2	-	.20	.20	.40	.40
or Tech Drawing	20			-	1	1	1	1	-	.20	.20	.20	.20
or English Lit	40			1	1	1	2	2	.20	.20	.20	.40	.40
Physical Science	25			-	1	2	2	3	-	.20	.40	.40	.60
or General Science	25	6	13.3	1	2	2	3	4	.20	.40	.40	.60	.81
or History	40			1	1	2	2	2	.20	.20	.40	.40	.40
Unallocated	40	5	11.1	2	3	4	5	6	.34	.50	.67	.84	1.01
TOTALS			100						2.90	4.95	6.83	8.93	11.01

TABLE 9. DETERMINATION OF ADDITIONAL ALLOWANCE FOR ADMINISTRATION BY PROMOTED STAFF

Total Number of Streams In the School	Maximum Number of Teaching Periods/Week		Additional No. of Periods Required to Provide 30p/week		Total to be provided	Teacher Equivalent (=Additional Allowance)
	Headteacher	Deputy Head	Headteacher	Deputy Head		
2-3	14	22	14	8	24	0.80
4-5	12	20	18	10	28	0.93
6-7	10	18	20	12	32	1.07
8-9	8	16	22	14	36	1.20
10-11	6	14	24	16	40	1.33
12-13	4	12	26	18	44	1.47
14-15	2	10	28	20	48	1.60
16-17	-	8	30	22	52	1.73
18-19	-	5	30	25	55	1.83
20-21	-	2	30	28	58	1.93
22+	-	-	30	30	60	2.00

TABLE 10. STAFF COMPLEMENTS FOR SECONDARY SCHOOLS

A. **Basic Complement (including Headteacher)**

Number of Streams in Each Form	Number of Teachers Allocated				
	Form 1	Form 2	Form 3	Form 4	Form 5
1	1.67	2.26	2.26	2.90	2.90
2	3.35	3.96	3.96	4.95	4.95
3	5.00	5.64	5.64	6.83	6.83
4	6.66	7.18	7.18	8.93	8.93
5	8.33	9.04	9.04	11.01	11.01
6	10.01	10.71	10.71	-	-
7	11.68	12.62	12.62	-	-

B. **Administration Allowance for Promoted Staff**

Number of Streams in School	2/3	4/5	6/7	8/9	10/11	12/13	14/15	16/17	18/19	20/21	22+
Additional Staff Allowance	0.80	0.93	1.07	1.20	1.33	1.47	1.60	1.73	1.83	1.93	2.00

CHAPTER 16

PLANNING TEACHER SUPPLY

To ensure that there will be the right number of teachers available for each level and type of education in future, it is necessary to undertake an annual teacher forecasting exercise. The teachers record system (Chapter 9) and the staffing establishment formula (Chapter 15) are essential ingredients for these calculations.

The calculations fall into two parts:

- working out the number of teachers needed in future (demand)
- calculating the number of teachers expected to be available (supply).

Whilst acknowledging that these calculations become less accurate the further ahead they are made it is advisable to forecast supply and demand for at least eight to ten years ahead. This is because:

(1) The school system may have built-in long-term growth, resulting from increased student intakes at grade 1 which take many years to work their way through to the most senior grades.

(2) Supply is difficult to change quickly. It is hard to increase it rapidly because teachers colleges take time to build and to produce their outputs of trained teachers. Nor can teacher supply be reduced at all fast, because newly trained teachers normally join the service on a career basis and cannot easily be laid off if or when no longer needed.

Future Teacher Requirements

(1) **Future Size of the Teaching Force ('Stock' of Teachers).** Essentially one can say that the total number of teachers required in the teaching force (the 'stock' of teachers) depends on (1) pupil numbers (2) the staffing standards to be applied. Both of these will be affected by government policy changes. Government may for example alter the length of schooling, the proportions of children to be enrolled, class sizes, weekly teaching hours for teachers etc.

The steps in calculating the required stock of teachers are:

Step 1. Forecast of the number of pupils who will be in school. Planners will base their calculations on the size of the school-age population and the proportion of the relevant age

groups that will be provided with schooling. Both these factors can usually be predicted quite accurately for up to about five years in advance, taking account of known government development plans for education: but the further ahead one looks, the more difficult and uncertain the figures will be. Even in the short term the forecasts could be thrown badly out of gear by an unexpected major policy change. Depending on the staffing formula to be used, it may be necessary to have the total enrolment estimates subdivided by stage (primary, lower secondary, upper secondary, etc.), and possibly converted from pupil numbers into number of classes or into number of schools of different sizes and age structures. This task will normally be carried out by the planning unit in the education ministry.

Step 2. Apply the staffing formula expected to be in use. Some countries may express this on the simplified basis of either a teacher-class ratio (e.g. 'x' teachers per class) or as a teacher-pupil ratio, (e.g. 1 teacher to every 'x' pupils), perhaps with variations to take account of the different ages or seniority of pupils. Others will use the more sophisticated system based on a model curriculum outlined in Chapter 16, as applied in schools of different size and structure. Using the formula, it is a straightforward matter to reckon the total number of teachers whom it will be necessary to employ at a future point in time. If there is to be any pool of teachers outside the classroom - say as a reserve for covering absences, or to cater for staff development and study leave - then an allowance must be included in the national requirement total.

Step 3. Where appropriate, as in the case of secondary school teachers especially, calculate the numbers needed in each subject specialism. The proportion of teaching time for each subject can be worked out for each type and size of school, based on the kind of curriculum analysis described in Chapter 15. Then, on the basis of known future numbers of the various kinds of school, a total requirement for teachers of Geography, Art, Physics etc. can be worked out. The accuracy of such projections would of course depend on reasonable stability of curriculum policy.

(2) **Required Rate of Future Teacher Recruitment.** It is then necessary to calculate the needed annual inflow of teachers to the profession. The changes in the size of teaching force, as shown in steps (1) and (2) above will have taken into account expansion (or contraction) in the number of pupils and classes, and changes in the staffing formula. But apart from covering the expected year-to-year difference in total numbers the supply of new teachers must also take account of:

- teacher wastage, whose future course would be affected by, among other things, proposed changes in the age of retirement

- any gaps, between supply and demand which it is intended to close. These may be evidenced perhaps by vacancies or by employment of expatriates or unqualified/underqualified teachers.

Step 4. Calculate teacher wastage. This can be done by totalling 'casualty' returns which indicate the reason for leaving the service, e.g. death, retirement, resignation, long-term leave etc. These should be differentiated from temporary wastage due to maternity, sickness, secondment an study leave. The calculation is particularly easy where teachers records are held and regularly updated on the computer. Where 'casualty' returns are incomplete or inaccurate very crude estimates of wastage rates may be made by referring to the record, in education statistics in successive years, of the numbers of teachers employed and by taking account of the number of new recruits recorded as entering service. Then the wastage rate on last year's stock of teachers (say 1989) can be calculated as follows:

% wastage on 1989 stock

$$= \frac{\text{1989 teachers + new recruits 1990 - 1990 teachers}}{\text{1989 teachers}} \times 100$$

Using actual data, or a formula of the kind shown above, it may be appropriate to calculate the wastage rates separately by level of education (primary/secondary), by subject, by teacher qualification and by gender since the rates may vary widely from category to category of teacher. In many countries for reasons of marriage and maternity women teachers 'waste' more heavily than men, and it is generally the case at secondary level that graduate science teachers will be more likely to leave the profession for other jobs than non-graduate humanities teachers.

Step 5. When supply has been calculated (see below) it may be necessary to add an element on the demand side to represent a planned annual rate of elimination of any gap, or qualified teacher shortage. If vacancies are to be filled, or if unqualified teachers are to be replaced or given upgrading courses in teacher training colleges, then this will temporarily increase the number of new qualified teachers needed annually. A phased plan is necessary.

Thus the annual requirement of new teachers will need to cover the following elements of demand:

- allowance for increase (or exceptionally a decrease) in pupil enrolment
- changes in staffing formula, incorporating provision for curriculum diversification and change
- making good teacher wastage
- phased programme to overcome shortages, including replacement programme for unqualified teachers or expatriates.

Put in another way, we may say that the annual requirement (R) of new qualified recruits is made up of:

- difference between next year's teaching force establishment (TF^{+1}) and this year's (TF^{Y}) (this calculation will take account of enrolment changes, and changes in the staffing formula)
- making good any wastage of teachers from the current year denoted as W^{Y}
- any closing of the gap (CG) in the number of qualified teachers - proposed for the year ahead.

$$R^{1990} = (TF^{1990} - TF^{1989}) + W^{1989} + CG^{1990}$$

Teacher Supply

Much the greatest part of the teaching force in the years immediately ahead will consist of those who are already teaching and who will continue in service. Many teachers will stay in service for 20 or 30 years, or even more. However growth and development of the education system, coupled with the need to offset teacher wastage, combine to make necessary a substantial annual inflow of new recruits to the profession. In some countries of Africa there has been a situation where half of the qualified teachers in service have in fact joined in the last five years or so. This creates problems in relation to staffing stability and the infusion of the necessary professional experience in the system as a whole; and at individual school level such problems may be further compounded by the frequency of transfers between schools. As a result not a few rural schools may be in a situation where only a handful of teachers has served in a particular school for more than a couple of years. This represents an important dimension of the challenge addressed in this resource book, of improving personnel management procedures through effective supervision and professional support and so building and sustaining teacher morale.

Stemming the Outflow: Teacher Wastage

For these reasons, perhaps a first priority in ensuring a future supply of qualified teachers in any rapidly developing system is to try to combat and reduce wastage of existing experienced teachers. In the short-term this should even take priority over expansion of teacher training colleges since it is a quicker and often cheaper means of underpinning teacher supply. In the longer run, of course the two approaches are complementary, and it is necessary from the point of view both of quantity and quality of future teachers, to have a strong and vigorous teacher training system. Ways to combat teacher wastage include many of the approaches to supportive teacher management as discussed in earlier chapters of this resource book. Others are listed on the following page.

TEACHER WASTAGE

Teacher wastage has been a particularly serious problem in Africa, wherever employment opportunities outside teaching have been available and attractive, and to the extent that promotion opportunities within education have become less plentiful. In most countries today wastage is greater among secondary school teachers, particularly graduates, because their qualifications and skills are more marketable outside the education system than those of primary teachers.

Why must wastage be combated

1. Qualified teachers represent an expensive specialised investment by the nation.

2. A teacher retained is a teacher gained. To induce a present teacher to stay will probably be much cheaper than training a new one and will provide a teacher now instead of in two to four years' time.

3. Serving teachers are experienced and give stability and professional leadership to the school system. Young and inexperienced teachers need time to find their feet.

How can wastage be combated
(Read this resource book, and consider the following)

1. An efficient and sympathetic system for dealing with personal problems at the individual level.

2. Professional support and supervision of the individual teacher.

3. A clear career ladder enabling the teacher who makes effort to progress in seniority and status, and to have access to staff development opportunities.

4. Opportunities to participate in curriculum development and to contribute to the formulation of policy.

5. Adequate terms and conditions of service.

6. A pay structure which rewards experience and length of service, provided these are accompanied by professional renewal.

7. Provision of staff development opportunities (through distance education, evening, weekend and holiday courses) which enable teachers to improve their competence and qualifications without leaving their posts.

8. Responsiveness to the situation and preferences of teachers as regards postings, always subject to the needs of the service.

9. Supportive measures for women teachers, assisting them to combine motherhood and domestic responsibilities with teaching, perhaps by provision of part-time jobs.

10. In emergency situations relaxing the retirement age regulations in appropriate cases.

Sources of New Recruits

These include:

(1) qualified teachers waiting to be redeployed, or for whom employment has not yet been found after training. These obviously have some kind of priority claim on available posts

(2) qualified teachers returning after a break in service from secondment, in-service training, study leave, maternity leave, sickness leave etc.

(3) newly qualified personnel successfully completing pre-service training courses, mainly at home, but occasionally abroad. Most of these will be trainees undergoing initial courses after leaving school or college: others may be serving teachers, with or without previous qualifications, on in-service training

(4) qualified expatriates: usually only on short contracts and where no locals are available

(5) unqualified persons appointed on a temporary basis, full-time or part-time.

As was pointed out in respect of wastage, it makes good sense to exploit the first and second sources of supply, in whom training resources have already been invested, before spending large sums on expanding training capacity (category 3). Unfortunately it requires a fairly sophisticated information system to record the potential supply of trained teachers from outside the schools and to forecast the numbers likely to be available in future. In regard to 'returners' (category 2 above) it should be remembered that they will be older and have more ties of home and of spouse's job to a particular locality and so will be less mobile than teachers fresh from initial college training.

Generally the largest and most obvious source of recruits is newly qualified entrants to the profession (category 3). This source also has the advantage of being amenable to planning and regulation. Many people think only of training college and university output when they think of teacher supply, overlooking possible inflows under categories 1, 2 4 & 5.

First it is necessary to calculate what outputs from existing training college capacity will be. It should not be assumed that an intake in Year 1 of 1200 trainees to a three-year course will produce 1200 newly qualified teachers for service in Year 4. The pattern may instead be:

Year 1	1200
Year 2	1165 (35 dropped out in 1st year)
Year 3	1150 (14 dropped out, 1 died in 2nd year)
Entered exam	1145 (5 dropped out in 3rd year)
Passed exam	1080 (65, or 6%, failed exam)
Actually entered	1000 (80 took other jobs, entered further studies, decided to 'rest', or simply disappeared from sight)

In this purely imaginary example to get 1000 new teacher p.a. requires an intake 20% higher than that, at 1200; and the provision not of 3000 places for the three-year course but 3515 places, or 17% more.

On the basis of such information about the existing flow rates through the colleges one can make projections of likely future teacher outputs annually from the training system as it exists, and from facilities already under construction. If these fall far short of the needs for teachers in the school system, it may be necessary to expand teacher training capacity. Of course there are possible alternative approaches (see p.102) which should also be considered, particularly if the teacher shortage is expected to be temporary. One could introduce shorter more intensive training college courses, contemplate school-based on-the-job systems of teacher-training, increase class sizes in school, persuade school teachers to carry heavier teaching loads etc. In these ways it may be possible to reduce teacher requirements and increase teacher supply without too heavy an investment in new teacher-training places.

If further training college provision is needed, one may nevertheless find the rate of expansion constrained by lack of:

- suitably qualified candidates
- buildings, and of capital sums for new ones
- tutors for staffing the teachers course.

Assuming all these inputs are available, however, teachers college provision can be developed to produce teacher outputs corresponding to needs for new teachers as identified in the demand calculations. There may well be a four or five year 'lead-time' required to get trained teachers produced from newly created places, as the following example in Table 11 suggests.

TABLE 11. LEAD-TIME TO INCREASE QUALIFIED TEACHER RECRUITMENT BY 1000 FROM A 3-YEAR COURSE

Target	Jan	1995	1000	teachers enter teaching
	Dec	1994	1080	students qualify final exams
	Oct	1994	1145	students sit for final exams
	Feb	1994	1150	enter final year
	Feb	1993	1165	enter second year
	Feb	1992	1200	enter first year
	July	1990		construction of college begins
	Jan	1990		plans go to tender
	Jan	1989		initial planning process begins

Conclusions: Balancing Teacher Demand and Supply

In principle the calculations set out in this chapter are not difficult when the methodology is understood. A good illustration of supply and demand projections is that for junior secondary teachers in Botswana as provided in Table 12 on p.100.

The principal difficulties in many developing countries are threefold. First, the data base on existing enrolments, teacher deployment, and the characteristics of the teaching force may be deficient. The kinds of improvement of teacher information discussed in this resource book would remedy part but not all of the problem. Second, it is difficult to know whether past trends will continue into the future and in particular what will be the future size and distribution of school age population and what will be its propensity to enrol in school. Teacher wastage rates may also be quite volatile bearing in mind that the employment situation has changed so much, and will doubtless continue to change, in the post-independence period. Third, in these times of acute resource shortage it is not enough to say one has an absolute and unalterable 'need' for teachers: it is also a question of the number that Government can afford to employ, particularly of the more expensive, well-qualified teachers. The Ministry of Finance will keep reminding the educational planners of this.

Thus at a time of uncertainty it may be desirable to supplement long-term planning for expanding teachers college capacity by the judicious use of a series of short-term regulators in the form of 'accelerators' and 'brakes' to get a better balance into the system.

Some of these possible regulators are set out in Table 15 on p.103.

A further word of caution may be in order. The long-term aim is to balance the number of new teachers recruited each year with the number of posts annually becoming available. Suppose there is a shortage of 500 trained teachers currently, enrolment is growing by 5% per year, and existing teachers are wasting at the rate of 4% per year: then a net increase (new output less teacher loss) of 250 teachers per year, though apparently insufficient in the short term, could become too many within a few years, as Table 13 on p.101.

The balance which the planner should seek is not simply between teacher requirement and supply at a **single** point of time, but rather one should aim for **continuing balance over several years** ahead.

Let us take a simplified example, based on Table 13. By rapidly increasing the teacher supply by a net 250 per annum, the teacher deficit is eliminated by Year 5 (a surplus of 59 is achieved). But if that target is maintained a large teacher surplus emerges which may be quite wasteful. Table 14A shows the situation (p.102).

An alternative, illustrated in Table 14B on p.102, of freezing teacher recruitment at, say, a constant 330 per annum, means that shortages last another two years until year 7, but then there is a reasonably close match between supply and demand in the ensuing five years. All in all alternative B represents a much more satisfactory trend.

TABLE 12. PROJECTED SUPPLY AND DEMAND FOR JS TEACHERS, BOTSWANA, 1986 - 1991

ASSUMPTIONS

Pupil/Teacher ratio for Junior Secondary	24
Initial stock of trained Batswana teachers	500
Annual wastage from teaching force	8%
Annual % Batswana teachers in-service	5%
Target to reduce % of Expats from 34% to	10%
SHORTFALL: % of Unqualified from 20% to:	9%

	1986	1987	1988	1989	1990	1991
Junior Secondary	29100	30900	27100	33400	38900	42700
Teachers Required	1213	1288	1129	1392	1621	1779
Growth		75	-158	263	229	158
Replacement		97	103	90	111	130
NEW TEACHERS NEEDED		172	-55	353	340	288
Trained Batswana	500	530	718	890	1049	1235
In-service release	-25	-27	-36	-45	-52	-62
Output from MCE		160	160	160	200	200
Output from UB	70	70	70	70	70	70
SHORTFALL	668	554	217	316	354	336
EXPATS	412	348	295	249	210	178
UNQUALIFIED	255	206	-77	67	144	158

PROJECTED ENROLMENTS - JUNIOR SECONDARY 1986 - 1991

% Form 1 to 2: 94%

	1986	1987	1988	1989	1990	1991
STD.7	30.5	33.1	32.5	33.5	36.8	39.3
FORM 1	10.5	12.4	15.4	19.0	21.0	23.0
FORM 2	10.0	9.5	11.7	14.4	17.9	19.8
FORM 3	8.9	9.0				
TOTAL JS	29.1	30.9	27.1	33.4	38.9	42.7

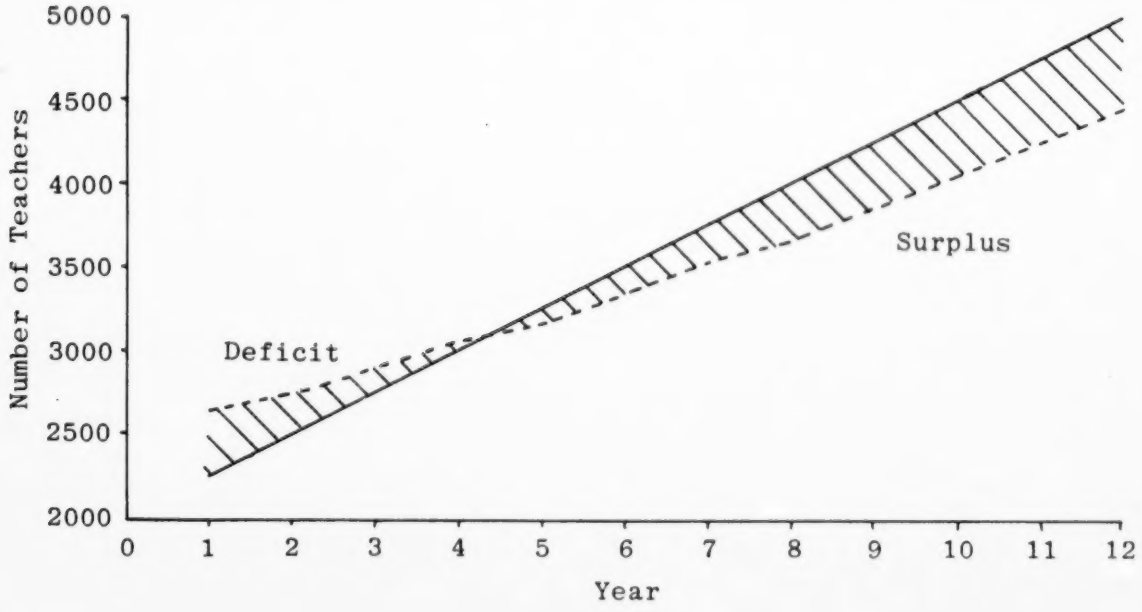
TABLE 13. ILLUSTRATIVE TEACHER SUPPLY AND DEMAND FIGURES

Year	Staffing Position in Given Year			Changes in Supply During Year			Teachers Carried Forward end-year
	Teachers required (increasing 5% pa)	Qualified teachers available start of year	Shortage/ Surplus*	4% pa teacher loss	Qualified teacher recruitment (mainly college output)	Net increase (+ 250)	
Year 0	2500	2000	(-500)	-80	+330 =	+250	2250
Year 1	2625	2250	(-375)	-90	+340 =	+250	2500
Year 2	2756	2500	(-256)	-100	+350 =	+250	2750
Year 3	2894	2750	(-144)	-110	+360 =	+250	3000
Year 4	3039	3000	(-39)	-120	+370 =	+250	3250
Year 5	3191	3250	(+59)	-130	+380 =	+250	3500
Year 6	3351	3500	(+149)	-140	+390 =	+250	3750
Year 7	3519	3750	(+231)	-150	+400 =	+250	4000
Year 8	3675	4000	(+305)	-160	+410 =	+250	4250
Year 9	3880	4250	(+370)	-170	+420 =	+250	4500
Year 10	4074	4500	(+426)	-180	+430 =	+250	4750
Year 11	4278	4750	(+472)	-190	+440 =	+250	5000
Year 12	4492	5000	(+508)	-200	+450 =	+250	5250

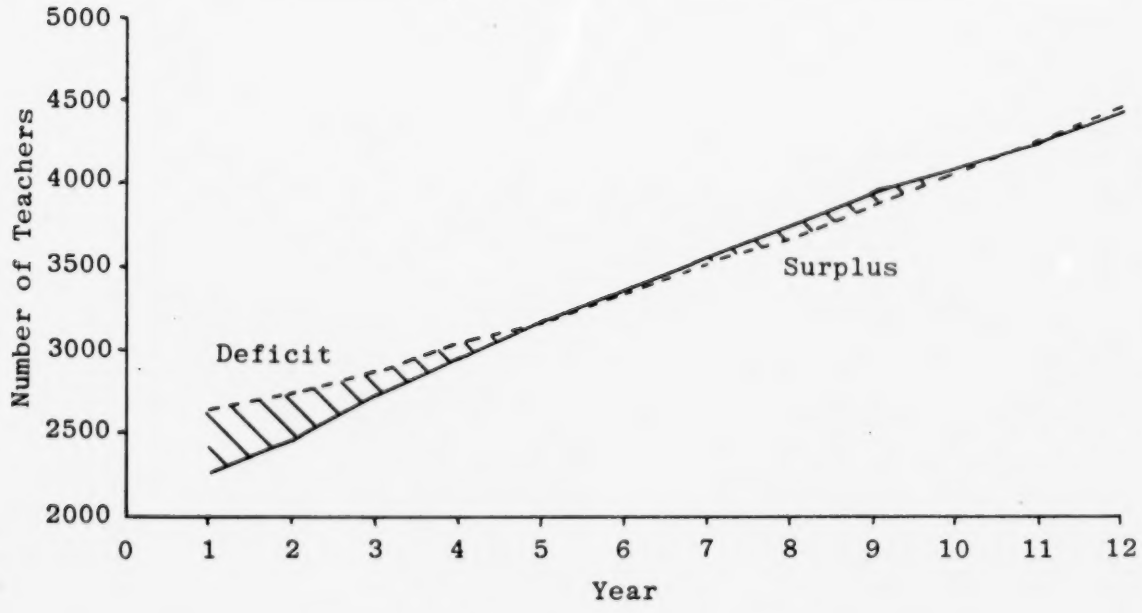
* usually represented by vacancies, or covered by temporary and unqualified teachers

Table 14. ALTERNATIVE RESPONSES TO TEACHER SHORTAGE

A. Rapid Supply Increase (330 p.a. rising to 450 p.a.)



B. A More Gradual Supply Increase (output pegged at 330 p.a.)



Requirement: ---------- Supply: ————————

TABLE 15. SOME SHORT-TERM REGULATORS OF TEACHER SUPPLY AND DEMAND
(acting more quickly than building or closing teacher training college capacity)

REGULATOR	IN CASE OF T SHORTAGE	IN CASE OF T SURPLUS
Teacher Demand	Demand-Restraining Measures	Demand-Boosting Measures
Length of schooling	Reduce	Increase
Proportion attending school	Reduce	Increase
Size of class	Increase	Reduce
Options and split classes	Reduce	Increase
Pupil hours	Reduce	Increase
Teacher hours	Increase	Reduce
Teachers per class	Reduce	Increase
Teacher Supply		
Retirement	Postpone, Discourage	Facilitate
Resignation	Combat	Tolerate
Replace unqualified expatriates	Slow down	Accelerate
Pay and conditions of service	Accord high priority	Low priority
Conversion of buildings use	Convert colleges, schools to teacher training	Convert teachers colleges to other use
Length of teacher-training course	Shorten, or shift balance from longer to shorter courses	Lengthen; shift balance from shorter to longer courses